
Housing Initiatives Study

**Technical Report
Housing Characteristics
for the
City of Halifax
and Region**

Volume 1

TECHNICAL REPORT
HOUSING CHARACTERISTICS
FOR THE CITY OF HALIFAX AND REGION

HOUSING INITIATIVES STUDY
VOLUME I

R 200

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City of Halifax
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Richard J. Matthews
Director of Planning

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SCOPE AND PURPOSE

The Study examines housing characteristics and trends in the City of Halifax and its region (Volume I) and develops a housing strategy statement for consideration by City Council (Volume II) as called for in Part III, Section I, Subsection 2.6 of the City of Halifax Municipal Planning Strategy (see Appendix I). The Housing Initiatives Study also provides data for the Municipal Planning Strategy Review currently underway, particularly the Residential Environments subcommittee.

This report is the first volume of a two-volume Housing Initiatives Study. It contains background information on housing and housing-related issues in the City of Halifax and region. The report's aim is to present pertinent housing data from many sources, particularly for the last decade, and identify important trends in population and housing that could conceivably impact on the City of Halifax and its residents. This report does not attempt to discuss the trends in detail in terms of their implications for housing, but provides the necessary data for the policy discussion and recommendations of Volume II.

The most recent data are used in most cases. The 1981 Census of Canada is a major source. For the purposes of trend identification the period 1971-1981 or 1970-1980, depending on the source, is used and updated to 1983 wherever possible.¹ This approximate 10-year period is felt to be sufficient in most cases to identify trends in housing. However, it must be remembered that a good many forces are at work influencing the housing situation and it is difficult to accurately predict housing futures. This is especially so on a local level. Consequently this report does not attempt to forecast housing characteristics. There have already been a number of forecasts done for the Halifax area² which can be consulted. The implications for housing of these forecasts are discussed in Volume II.

¹ Census material from various years and sources are not always directly compatible because of random rounding, the use of different questions and definitional differences. One example is the incongruency in the 1971 Census between the number of private households (34,115) and number of occupied private dwellings (34,320), depending on the source used. This discrepancy is the result of a definition problem unique to that census year.

² Nova Scotia Population, Household and Family Projections, 1982-1991, Department of Development, 1983; Study H3, Housing Requirements 1976-2001, Halifax-Dartmouth Regional Development Plan Review Housing Task Force, 1982.

The Housing Initiatives Study concentrates on the City of Halifax and its three major planning areas: Peninsula, Mainland North, and Mainland South. There is a slight difference between the three planning areas as defined in the City of Halifax Municipal Planning Strategy, 1978 and planning areas based on 1981 census tract boundaries. The area lying between Joseph Howe Drive and Dutch Village Road is the area in question, however, this slight incongruity is relatively insignificant (approximately 500 persons). Comparisons with Dartmouth, Bedford and the County of Halifax are made wherever possible. For the purposes of this study, the term Halifax County refers to all four municipalities contained within the geographic boundaries of Halifax County while the term County of Halifax is synonymous with the Municipality of the County of Halifax.

HOUSING INITIATIVES STUDY

SUMMARY



SUMMARY

POPULATION AND HOUSEHOLD CHARACTERISTICS

Demographic Trends

- The City of Halifax's population declined 6.1 percent between 1971 and 1981 (from 122,035 to 114,594) while the population of Halifax County increased 10.2 percent (from 261,461 to 288,126). Consequently, Halifax's percentage share of Halifax County's population dropped from 47 to 40 percent.
- The population of Peninsula Halifax decreased by almost 17 percent between 1971 and 1981 (from 79,256 to 65,943), while both Mainland areas saw increases. Mainland North's population increased 17 percent (from 23,320 to 27,343) and Mainland South's 9.5 percent (from 19,459 to 21,308).
- The number of persons under age 20 decreased in Halifax County by 11.5 percent between 1971 and 1981 (from 104,185 to 92,235). This trend was even greater in the City of Halifax, which experienced a decrease of 32 percent in persons under age 20 (from 42,035 to 28,895). On the other hand, the County of Halifax and Bedford experienced an increase of 27 percent (from 33,505 to 42,580). Within the City of Halifax, the number of persons under age 20 decreased by 44 percent on the Peninsula (from 25,040 to 14,120), by 17 percent in Mainland North (from 9,140 to 7,555) and by 11 percent in Mainland South (8,145 to 7,235).
- Halifax County saw an increase of 32 percent in the number of young adults (aged 20 to 34) between 1971 and 1981 (from 65,465 to 86,515). The County of Halifax and Bedford experienced an 82 percent growth in the number of young adults (17,080 to 31,020) while Halifax had a smaller percentage increase of 17 percent (31,525 to 37,015). Within the City of Halifax, the number of young adults increased by 39 percent in Mainland North (6,190 to 8,580), 31.5 percent in Mainland South (from 5,040 to 6,630), and only 4 percent on the Peninsula (20,255 to 21,145).
- The number of senior citizens (aged 65 and over) increased in Halifax County by 37 percent (17,105 to 23,450) between 1971 and 1981. Senior citizens increased their numbers in Halifax by 34.5 percent (from 10,105 to 13,590). Within the City of Halifax, the number of senior citizens increased 112 percent in Mainland North (1,005 to 2,135), 69 percent in Mainland South (865 to 1,460) and 21 percent on the Peninsula (8,240 to 9,935).
- Generally speaking, the City of Halifax has a decreasing number of children and an increasing number of senior citizens compared to other municipalities. This can have many housing implications, perhaps the need for smaller-size or higher-density dwellings.

Household Characteristics

- The number of households has increased in Halifax County by 40 percent between 1971 and 1981 (69,725 to 97,295). The County of Halifax saw an increase of 76 percent (17,098 to 30,120) and the City of Halifax 28 percent (34,115 to 43,775). Within the City of Halifax, the number of households increased 56 percent in Mainland North (6,315 to 9,865), 41 percent in Mainland South (4,930 to 6,945) and 18 percent on the Peninsula (22,870 to 26,975).
- Average household size dropped in Halifax County from 3.6 to 2.9 persons between 1971 and 1981. Halifax's average household size dropped from 3.4 to 2.5 persons while the County of Halifax dropped from 4.0 to 3.4 persons. In 1981, the Peninsula had the smallest average household size within Halifax at 2.3 persons, Mainland South the largest at 3.0 persons.
- The most significant increase in any household category was in one-person households. One-person households increased 164 percent in Halifax County between 1971 and 1981 (7,235 to 19,125). Halifax had a large increase of 171 percent (4,540 to 12,315), as did both Dartmouth and the County of Halifax and Bedford with increases of 212.5 and 102 percent respectively. Within Halifax, one-person households increased 421 percent (375 to 1,955) in Mainland North, 261 percent in Mainland South (280 to 1,010) and 138 percent on the Peninsula (3,915 to 9,335). All other household size categories in the region showed progressively smaller increases (six and over household size category actually decreased in number; in Halifax both the six and over and 4-5 person household size category decreased in number).
- Within the City of Halifax, 63 percent of households were family households in 1981 (27,590) and 37 percent were non-family households (16,185). Of the non-family households, 76 percent (12,315) were one-person households. Non-family households increased by 118 percent in Halifax between 1971 and 1981 (7,435 to 16,180). Within the City, non-family households increased 91 percent on the Peninsula (6,385 to 12,220), 345 percent in Mainland North (585 to 2,605), and 191 percent in Mainland South (465 to 1,355). However, family households are in the majority, but the gap between family and non-family households is closing especially on the Peninsula where the split in 1981 was 55/45.
- Within Halifax, the fastest growing households classified by age of household head were the 20 to 34 age group and the 65+ age group. Both increased in the 60 percent range (20 to 34: 10,095 to 16,185; 65+: 4,980 to 7,985).

- Almost the entire growth in households in Halifax between 1971 and 1981 (91 percent) was due to growth of non-family households. In fact, 63 percent of growth in total number of households was due to growth in the number of households with age of head between 20 and 34 years. However, family households, while comprising only 9 percent of total household growth are still more numerous than non-family households.
- On the Peninsula, all non-family household age-of-head categories increased in number between 1971 and 1981 with the 20 to 34 year age group totalling 175 percent (1,855 to 5,110) as the largest increase. In fact, this category comprised 80 percent of the growth in total households on the Peninsula.

Census-Family Characteristics

- Halifax County experienced a 22 percent increase in the number of census-families between 1971 and 1981 (60,345 to 73,605). Census-families increased 73 percent in number in the County of Halifax and Bedford (16,790 to 29,065). No change in the number of census-families in Halifax was evident (28,020 to 28,000). However, within the City, census-families increased 27 percent in the Mainland areas (Mainland North from 5,760 to 7,335; Mainland South from 4,475 to 5,670) and dropped 10 percent on the Peninsula (16,645 to 14,995).
- In Halifax County, lone parent families are increasing in numbers (31 percent overall between 1976 and 1981 from 7,220 to 9,430). Halifax saw a 21 percent increase (3,695 to 4,470), Dartmouth 37 percent (1,870 to 2,570) and the County of Halifax and Bedford 44 percent (1,655 to 2,390).
- A significant portion of households do not have children at home (non-family households and census-families without children at home). While only 48 percent of households in Halifax County (46,940) are without children, 61 percent of households in Halifax are without children in 1981 (26,685). Peninsula Halifax has the highest percentage of households without children (68 percent or 18,465).
- Halifax County has seen a decline in the number of large families between 1971 and 1981. Families with 3-4 children at home decreased 10.5 percent between 1971 and 1981 (12,550 to 11,225) while families with 5+ children at home decreased 73 percent (4,315 to 1,170). On the other side of the coin, families with one child at home and families with two children at home increased in number: 47 percent (13,240 to 19,425) and 51 Percent (12,925 to 19,555) respectively.

- Between 1976 and 1981, Halifax County saw a decrease in all children age categories, except for the 18-24 age group (20 percent increase (16,740 to 20,055)). Halifax and Dartmouth paralleled the Halifax County trend, while the County of Halifax and Bedford showed increases in all but the under 6 years of age category. Within Halifax between 1971 and 1981, the Peninsula saw decreases in all children age categories, especially among the younger age groups. Mainland South saw its only increase in the 18-24 age group, while Mainland North saw increases in the 15-17 and 18-24 age group.

HOUSING STOCK CHARACTERISTICS

Tenure and Structural characteristics of the Housing Stock

- Halifax County experienced a growth of 40 percent in dwellings between 1971 and 1981 (69,385 to 97,295). Owned accommodation accounted for 57 percent of all dwellings (55,215) and rented accommodation 43 percent (42,080). The tenure split in 1971 was 55 percent owned and 45 percent rented.
- A significant portion of the growth in dwellings in Halifax County was the growth of owned accommodation in the County of Halifax. Owned units in the County of Halifax and Bedford increased 90 percent between 1971 and 1981 (14,595 to 27,675). The tenure split in the County of Halifax is approximately 85 percent owned and 15 percent rented. In Halifax there was more growth in rental dwellings than owned dwellings. Between 1971 and 1981 the amount of rental accommodation increased 40 percent (18,875 to 26,405) while owned accommodation only increased 14 percent (15,240 to 17,375). In 1981 the tenure split was 60 percent rental and 40 percent owned. The split on the Peninsula was 65/35, Mainland North 55/45 and Mainland South 50/50.
- The fastest growing structural type in Halifax County is apartment units. They outstripped single-detached dwellings 61 percent (18,615 to 30,030) to 35 percent (37,095 to 50,045). In Halifax, apartment units grew 69 percent (12,180 to 20,545) and single-detached dwellings only 7 percent (14,375 to 15,400). All dwelling types showed growth in the County of Halifax and Bedford, single-detached dwellings accounted for 78 percent of all dwellings in 1981 (25,230).
- In the City of Halifax in 1981, most non-family households live in multiple units (84 percent or 13,555), while family households are split between multiple units (53 percent or 14,605) and single-detached dwellings (46 percent or 12,805). The largest group of occupants were one-person households in apartments (21 percent of all dwellings or 9,210) followed by two-person households in apartments (7,485 or 17 percent).
- While tenure split in Halifax was 60/40 in favour of rental dwellings in 1981, the population split between rental and owned accommodation was 50/50.

- The population distribution by structural type shows that 44 percent of Halifax's population lives in single-detached dwellings (48,685), 34 percent in apartments (37,715) and 21 percent in single-attached and duplex units (22,680).
- In 1981, children (aged 0 to 19) in the City of Halifax were evenly distributed between single-detached and multiple unit homes. Fifty percent (14,045) lived in single-detached units, 27 percent (7,435) in single-attached and duplex units and 23 percent (6,355) in apartments. Most young adults, aged 20 to 34 (51 percent or 18,110) live in apartments while most older adults, age 35 to 64 live in single-detached units (55 percent or 18,820). Senior citizens (age 65 and over) live for the most part in either single-detached homes (46 percent or 5,685) or apartments (39 percent or 4,835).
- In terms of tenure, more children in Halifax live in owned units (57 percent or 15,860) than rental units (43 percent or 12,165). Most young adults, age 20 to 34, live in rental units (69 percent or 24,535) and most older adults aged 35 to 64 live in owned units (63 percent or 21,475). Slightly more senior citizens live in owned units (53 percent or 6,535) than rental units (47 percent or 5,725).

Housing Quality and Age of Housing Stock

- Between 1971 and 1981 indicators of physical living conditions improved in Halifax County. In the City of Halifax, the number of crowded dwellings (dwellings with more than one person per room) dropped 69 percent (3,030 to 935) and the average number of persons per room figure decreased 21 percent (0.63 to 0.5 persons per room). The only contrary trend exhibited was the average number of rooms per dwelling figure which in the City of Halifax decreased from 5.4 to 5.2 rooms per dwelling. The Halifax County figure rose from 5.4 to 5.6 rooms per dwelling.
- The age of the housing stock in Halifax County shows an even distribution by time period: 22 percent (21,535) were built before 1946, 21 percent (20,415) between 1946 and 1960, 22 percent (21,360) between 1961 and 1970 and 35 percent (33,990) between 1971 and 1981. The City of Halifax shows an older housing age distribution: dwellings built before 1946 comprised 30 percent of units (13,070), between 1946 and 1960, 22 percent (9,480); between 1961 and 1970, 21 percent (9,325); and between 1971 and 1981, 27 percent (11,905). This differs from the County of Halifax and Bedford where 51 percent of dwellings were built between 1971 and 1981.
- Within Halifax, the housing stock on the Peninsula is much older than either Mainland area. Forty-two percent of the Peninsula's housing stock was built before 1946 (11,235) while 39 percent (3,950) of Mainland North's and 33 percent (2,270) of Mainland South's was built between 1971 and 1981.

Building Trends

- Between 1970 and 1982 a total of 38,411 building permits for new residential construction were issued in Halifax County: 38 percent (14,714) were issued in Halifax, 16 percent (6,318) in Dartmouth, and 45 percent (17,379) in the County of Halifax and Bedford.
- New residential construction peaked in 1973 and 1977 (4,591 and 4,600 permits issued respectively) in Halifax County and bottomed out in 1980 with only 1,060 permits issued. In the City of Halifax new residential construction also peaked in 1973 and 1977 (2,245 and 2,248 permits issued) but continued to decline in the 1980's when in 1982 a low of only 261 permits were issued.
- Over the 1970-1982 period, apartment units accounted for 45 percent (17,269) of permits issued for new residential construction in Halifax County; single-detached homes accounted for 39 percent (15,099). Apartment construction peaked in 1977 with 2,786 permits issued, while single-detached construction peaked in 1973 with 1,525 permits issued.
- Between 1971 and 1982 in the City of Halifax the Peninsula accounted for 51 percent (6,842) of units added by all classes of construction, followed by Mainland North with 30 percent (4,057) and Mainland South 20 percent or 2,649 units.
- New construction accounted for 95 percent (12,867) of units added in Halifax in the 1971-82 period, additions, conversions and renovations comprised the remainder.
- Apartment units formed the majority of units added in Halifax in the 1971-1982 period (82 percent or 11,118 units). Duplexes and townhouses accounted for 8 percent (1,139 units) single-detached homes for 5 percent (658 units), and senior citizen units 5 percent (616 units).
- The number of renovations and additions peaked in the City of Halifax in 1977-78 due mainly to the Residential Rehabilitation Assistance Program beginning operation. Present trends indicate a slowdown of such activity. (A high of 325 permits were issued in 1977 for additions, renovations and repairs while only 127 permits were issued in 1982).
- Conversions of residential buildings to add more units have been on the increase in the early 1980's, reaching 24 percent of units added in the City of Halifax in 1982. (Conversions accounted for only 3 permits in 1971, while they accounted for 49 in 1982).

- There have been 33 condominiums established in Halifax County since 1972, 25 of them in Halifax. Of Halifax condominiums, 63 percent have been built as new units (1,156) and 37 percent were converted units (676). In Halifax, condominium households compose only 3 percent of all households (1,300) and 7 percent of owned households.
- Demolition trends correspond with new construction trends in Halifax. Demolitions peaked in 1973 at 150 and reached a low of 41 in 1981.

HOUSING COSTS AND AFFORDABILITY

Homeownership Costs

- The national Consumer Price Index (C.P.I.) for owning a home has risen approximately 29 more points than the total cost-of-living index since 1971. The C.P.I. rent component rose about 95 points less than the total cost-of-living. (In 1982, the total cost-of-living index was 271.1 while the homeownership index was 300.1 (1971=100)). The index for mortgage interest rates alone stood at 389.2 and water, fuel and electricity at 423.8 in 1982.
- The ratio of median housing prices to median family income in Halifax County has fluctuated since 1979, but indicates a general worsening in affordability for first-time homebuyers. The ratio reached a high of 2.44 in 1981, but dropped to 2.22 in 1982.
- The ratio of annual principal and interest payments in Halifax increased from 0.262 in 1979 to 0.403 in 1981, and dropped to 0.361 in 1982. The early 1980's saw a worsening in affordability for both homeowners who have not paid off their mortgage and for first-time homebuyers.
- In 1981, the average monthly payment by owner households was \$424 in Halifax (Mainland North \$462, Peninsula \$415, Mainland South \$400).
- The purchase price of houses has increased by approximately 28 percent in Halifax between April 1981 and October 1983 according to Royal Trust surveys.

Rental Costs

- The national C.P.I. for rental accommodation reached 176.5 in December, 1982 compared to 300.1 for the ownership price index.
- In 1981 the average rent in Halifax was \$314 (Mainland North \$354, Peninsula \$307, Mainland South \$287).
- The vacancy rate in the Halifax C.M.A. in April, 1983 was 2.1 percent compared to a national average of 2.7 percent. The lowest vacancy rates were in the South End (0.7 percent) and Mainland South (0.6 percent). Larger-sized rental units had the lowest vacancy rates by type of unit, with three- or more bedroom units at 0.6 percent.

Shelter-to-Income Ratio

- In 1981, 26 percent (11,470) of households in the City of Halifax spent more than 30 percent of their income on shelter. Thirty-eight percent of non-family households (6,095) and 19 percent of family households (5,385) spend more than 30 percent of their income on housing.
- In 1981, only 16 percent of owner-occupied households in Halifax (2,855) spent more than 30 percent of their income on shelter while 33 percent of renter-occupied households did so (8,625).

HOUSING PROGRAMS

- Existing government programs have affected over 5,000 units in the City of Halifax (2,192 federal, 671 provincial and 2,437 public housing administered by the Halifax Housing Authority). Discontinued federal programs assisted 5,273 units in the City, most of which were rental units (4,016).
- Other housing-related programs have involved many more units: 25,000 units received federal home insulation grants, 2,337 units received provincial home insulation grants and 8,000 units have been included in the M.U.R.B. program.
- The A.H.O.P. program (2,758 units) and the Land Development Program of the N.S. Department of Housing (6,424 units) have primarily aided residential development in the County of Halifax.
- Private agencies provide about 2,012 units mainly for special needs groups in the City of Halifax.
- Universities provide 3,823 units for students in the City of Halifax. This represents accommodation for only 29 percent of the total number of full-time students enrolled.
- The Neighbourhood Improvement Program has pumped over \$6 million into the City of Halifax, of which over \$3 million were City of Halifax contributions.
- R.R.A.P. has assisted 1,179 units for renovation activities in the City of Halifax.
- Almost all programs aimed at inducing construction of rental units have been terminated. The Limited Dividend Program ended in 1975 and the Assisted Rental Program ended in 1978.
- Most programs are now aimed at helping homeowners cope with mortgages and at renovation and repair activity.
- An increasing number of rent increase applications to the Nova Scotia Rent Review Commission are for more than the established rent increase guidelines (40 percent in 1976; 70 percent in 1982).

- There are 2,437 public housing units in the City of Halifax (53 percent are family units and 47 percent are senior citizen units). Vacancy rates in public units were less than one percent in November, 1982.

LAND AND DEVELOPMENT

Development Costs

- The City of Halifax has the highest primary servicing costs of any area municipality (\$958/m compared to \$689/m for Dartmouth and \$307/m for the N.S. Department of Housing).
- The County of Halifax has the cheapest secondary servicing costs of any area municipality (prices vary for different classes of work).
- City of Halifax regulations requiring a concrete bed for non-plastic sanitary and storm sewer pipes can add up to \$100/m to a developer's servicing cost.
- The City of Halifax was the most expensive area in which a developer could develop a residential lot in 1975 (\$18,000 compared to \$13,000 for Dartmouth and \$11,000 for the County of Halifax). In 1975 development of County lots cost 60 percent of Halifax lots, and in 1983 County lots dropped to 50 percent the cost of Halifax lots.
- Construction cost indices in Atlantic Canada are higher than in Canada as a whole (1982 Canada = 258.0, Atlantic Canada = 279.0).
- An average quality building would cost the following amounts to build in Halifax:

Bungalow	\$45,000
Medium-density (12-unit apt.)	\$545,000
3-storey apartment	\$839,000
4-storey apartment	\$1,280,000
10-storey apartment	\$3,244,000
- Land cost indices are lower in the Halifax C.M.A. than in Canada as a whole (1981 Halifax C.M.A. = 133.7, Canada = 138.9).
- Lot sale prices are generally more expensive in Halifax than in other area municipalities based on recent market sales (Low end of range - Halifax ranges from \$37 - 48,000, Dartmouth \$13,500 - 31,000 and Department of Housing \$7 - 14,000).
- Municipal property taxes are about even in Halifax (\$1.87), Dartmouth (\$1.95) and the urban part of Halifax County (up to (\$1.94) (based on \$100 of residential assessment).

- High-density residential construction usually has less of a negative impact on municipal costs and benefits than low-density residential construction.

Federal and Provincial Properties in Halifax

- There are 51 parcels of federally-owned land in Halifax totalling 343 hectares. All but 9 hectares are on the Peninsula. Preliminary analysis indicates that only 3.8 hectares could be said to have housing potential.
- There are 57 parcels of provincially-owned land in Halifax totalling 459 hectares. Mainland South has 367 hectares of this, Mainland North 49 hectares and the Peninsula 43 hectares. Preliminary analysis indicates that about 181 hectares could have housing potential.

Vacant Land

- Large vacant parcels of land (of over one hectare in size) account for 31 percent (1,947 ha) of the City of Halifax's area not including the recently-annexed lands. Mainland South contains 62 percent (1,214 ha) of this land, Mainland North 37 percent (725 ha) and the Peninsula less than one percent (8 ha).
- 89 percent (1,080 ha) of Mainland South's vacant land lies in the Holding Zone. 85 percent (615 ha) of Mainland North's vacant land lies in Schedule K lands. (Over one-half of Mainland South is composed of vacant lands, while 35 percent of Mainland North and less than one percent of the Peninsula is vacant land of over one hectare in area).
- CMHC predicted that 2,172 dwelling units (710 in the City of Halifax) could be added to the Halifax area's housing stock under 1980 development conditions within a one-year period.
- The Mainland North Servicing Strategy estimates that 9,226 additional units could be accommodated in the Mainland North study area by the year 2000.
- The Real Estate Division of the City of Halifax Development Department has identified approximately 30 parcels of municipally-owned vacant land with infill housing potential. These lands total about 19 hectares.
- Mainland South possesses the largest areas for infill housing - Hilden Heights and Carson Street areas - together totalling over 11 hectares.

- The approximate number of units which could be accommodated on municipally-owned vacant land is 335 units. Peninsula Halifax could accommodate 75 units, Mainland South 250 units, and Mainland North 10 units on municipal vacant land. Eleven parcels of municipal vacant land could only accommodate one unit, while only 3 parcels could accommodate over 14 units as-of-right.

HOUSING INITIATIVES STUDY

CHAPTER I

POPULATION AND HOUSEHOLD CHARACTERISTICS

DEMOGRAPHIC TRENDS

Demographic trends are paramount to any discussion of housing. Population and household characteristics are key determinants of the amount and nature of housing demand. Historical trends in population and household data from the 1971, 1976 and 1981 censuses for the City of Halifax and its three major planning areas: Peninsula, Mainland North and Mainland South are examined. Comparisons will also be made with adjacent municipalities: Dartmouth, County of Halifax and Bedford. No forecasts or predictions of future trends are discussed, but rather the implications of trends on housing in the City.

Examined are population characteristics such as distribution and change; age characteristics of the population; general household characteristics such as number and size of households; and detailed household characteristics such as number of persons per household, and households cross-referenced with structural type, tenure, number of families, number and age of children at home.

Population Distribution

The City of Halifax had a 1981 population of 114,594 and accounted for 39.8 percent of the population of Halifax County. The City of Dartmouth accounted for 21.6 percent (62,277), the Town of Bedford 2.3 percent (6,777) and the Municipality of the County of Halifax 36.3 percent (104,478). Exhibit I(1) shows that the City of Halifax's share of Halifax County's population has dropped from 46.7 percent in 1971. Bedford's share has increased modestly from 1.8 percent, and most significantly the County of Halifax's share has increased from 26.7 percent. This can be attributed in part to a suburbanization trend in the 1970's.

Not only has the City's proportion of the regional population total dropped, but the actual number of people living in the City has dropped: by 6.1 percent between 1971 and 1981; while the County of Halifax's population increased by 49.5 percent with an overall regional population growth of 10.2 percent.

Exhibit I(2) shows the population distribution within the City of Halifax. The Peninsula accounted for 57.5 percent of the City's population (65,943) down from 64.9 percent in 1971. Mainland North accounted for 23.9 percent (27,343) in 1981, up from 19.1 percent in 1971. Mainland South accounted for 18.6 percent (21,308) in 1981, up from 16 percent in 1971. The Mainland areas of Halifax have grown in population since 1971 while the Peninsula's population has decreased. It is interesting to note that while Mainland South's share of the City population increased slightly between 1971 and 1981, Mainland North was the only area of the City to show a population increase (3.7 percent compared to a 5.3 percent decrease for the Peninsula and a 2.4 percent decrease for Mainland South). (See Exhibit I(3) for the boundaries of the three planning areas).

EXHIBIT 1(1): POPULATION CHANGES FOR THE CITY OF HALIFAX AND ADJACENT AREAS, 1971-1976-1981

Municipality	1971		1976		1981		PERCENT CHANGE		
	Number	Percent	Number	Percent	Number	Percent	1971-76	1976-81	1971-81
Halifax	122,035	46.7	117,882	42.3	114,594	39.8	- 3.4	- 2.8	- 6.1
Dartmouth	64,770	24.8	65,341	23.5	62,277	21.6	0.9	- 4.7	- 3.8
Bedford	4,7592	1.8	4,977	1.8	6,777	2.3	4.6	36.2	42.4
County of Halifax	69,897	26.7	90,331	32.4	104,478	36.3	29.2	15.7	49.5
Total County	261,461	100.0	278,531	100.0	288,126	100.0	6.5	3.4	10.2

SOURCE: Statistics Canada, 1971, 1976, 1981 Census of Canada, and calculations by Planning Department.

- 1 Using 1981 Census Subdivision Boundaries
- 2 Estimate by Statistics Canada

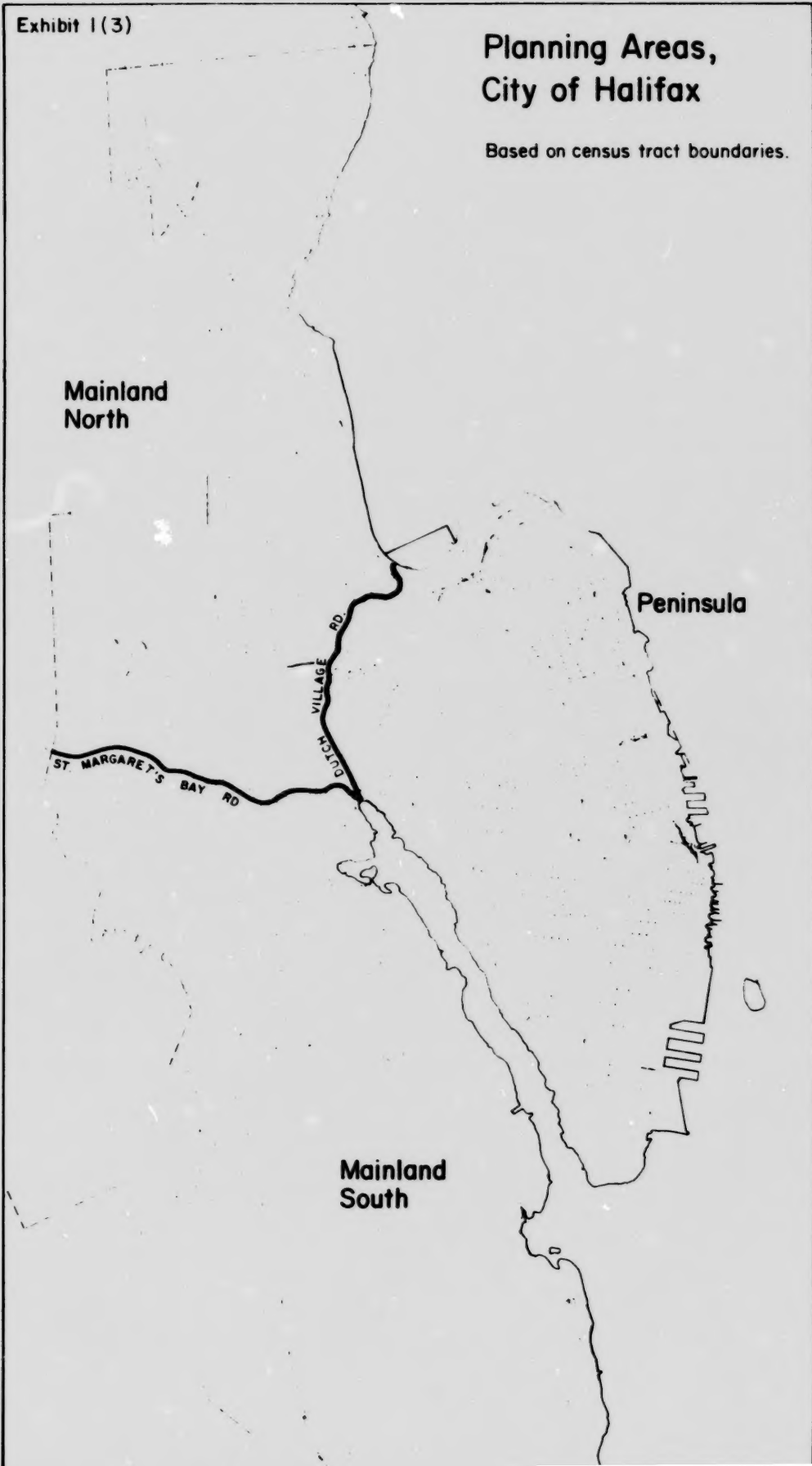
EXHIBIT I(2): POPULATION OF THE CITY OF HALIFAX BY PLANNING AREA, 1971-1976-1981

	1971		1976		1981		PERCENT CHANGE		
	Number	Percent	Number	Percent	Number	Percent	1971-76	1976-81	1971-81
Peninsula	79,256	64.9	69,662	59.1	65,943	57.5	-12.1	- 5.3	-16.8
Mainland South	19,459	16.0	21,844	18.5	21,308	18.6	12.3	- 2.4	9.5
Mainland North	23,320	19.1	26,376	22.4	27,343	23.9	13.1	3.7	17.2
Total City	122,035	100.0	117,882	100.0	114,594	100.0	- 3.4	- 2.8	- 6.1

SOURCE: Statistics Canada, 1971, 1976, 1981 Census of Canada, and calculations by Planning Department.

Planning Areas, City of Halifax

Based on census tract boundaries.



Age Characteristics

A changing age profile can have important ramifications on housing. The number of children is an indication of short-term housing demand (a one to twenty year range). The number of young adults are indicative of newly-formed households, with or without children. The number of middle-aged adults are representative of more mature households or family heads/parents and indicate possible future pressures on senior citizen infrastructure. The number of senior citizens indicate the present need for a specific segment of the population.

In Halifax County the number of children (aged 0 to 19) dropped between 1971 and 1981 (-12 percent) (see Exhibit I(4)). Fewer children are born to replace those growing older. Young adults (aged 20 to 34) have increased in number (32 percent) as a result of the maturation of those born in the 1950's and 1960's. Middle-aged adults (aged 35 to 64) have increased in number, though not as much as younger adults (15 percent). The number of senior citizens have increased by the greatest percentage between 1971 and 1981 (37 percent). Generally, Halifax County has an increasing proportion of senior citizens and young adults.

Within the region, Halifax, Dartmouth and the County of Halifax all exhibit different age distribution trends. Halifax and Dartmouth both showed large decreases in the number of children (-32 and -27 percent respectively) between 1971 and 1981 while the County of Halifax's number of children increased (27 percent). The County of Halifax also showed the largest percentage increase in young adults (82 percent) between 1971 and 1981, while Halifax and Dartmouth showed much lower increases (17 and 10 percent respectively). The County of Halifax also had a large increase in the number of middle-aged adults (62 percent), Dartmouth a lower increase (13 percent) and Halifax, an actual decrease (-8 percent). The number of senior citizens increased dramatically in all three areas: Dartmouth, 53 percent; Halifax, 35 percent; and the County of Halifax, 34 percent.

Within the City of Halifax, all three planning areas exhibited decreases in the number of children (see Exhibit I(5)). The Peninsula had the greatest loss between 1971 and 1981 (-44 percent), followed by Mainland North (-17 percent) and Mainland South (-11 percent). Growth in the number of young adults occurred in all areas between 1971 and 1981 with Mainland North leading the way at 39 percent followed by Mainland South (32 percent) and the Peninsula (4 percent). The number of middle-aged adults increased in the two mainland areas (North, 28 percent; South, 11 percent) but decreased on the Peninsula (-21 percent). Significant growth in the number of senior citizens occurred throughout the City. Generally speaking, fewer children and more elderly persons have implications for housing. Perhaps more and smaller-size dwelling units will be needed. It is unknown whether the decreased number of children is a permanent feature of the age structure. There are so many social and economic factors affecting the life cycle that it is impossible to say with any certainty if the trend of fewer children will continue. However, it can be stated with certainty that the elderly will proportionally increase their share of the population.

EXHIBIT I(4): POPULATION BY AGE GROUPS, CITY OF HALIFAX AND ADJACENT AREAS, 1971-1976-1981

	HALIFAX			DARTMOUTH			HALIFAX COUNTY AND BEDFORD			TOTAL COUNTY		
	1971	1976	1981	1971	1976	1981	1971	1976	1981	1971	1976	1981
0-19	42,035	35,330	28,895	28,345	25,665	20,765	33,505	39,950	42,580	104,185	100,945	92,235
20-34	31,525	34,675	37,015	16,835	18,110	18,475	17,080	26,260	31,020	65,465	79,045	86,515
35-64	38,090	36,080	35,095	17,135	18,480	19,290	19,475	24,005	31,540	74,700	78,565	85,920
65+	10,105	11,790	13,590	2,450	3,090	3,755	4,555	5,085	6,105	17,105	19,965	23,450
TOTAL	122,035	117,882	114,594	64,770	65,341	62,277	74,630	95,308	111,255	261,460	278,531	288,126

PERCENT CHANGE

	1971-76	1976-81	1971-81	1971-76	1976-81	1971-81	1971-76	1976-81	1971-81	1971-76	1976-81	1971-81
0-19	-16.5	-18.2	-31.7	-9.5	-19.1	-26.7	19.2	6.6	27.1	-3.1	-8.6	-11.5
20-34	10.0	6.7	17.4	7.6	2.0	9.7	53.7	18.1	81.6	20.7	9.5	32.2
35-64	-5.3	-2.7	-7.9	7.8	4.4	12.6	23.3	31.4	62.0	5.2	9.4	15.0
65+	16.7	15.3	34.5	26.1	21.5	53.3	11.6	20.1	34.0	16.7	17.5	37.1
TOTAL	-3.4	-2.8	-6.1	0.9	-4.7	-3.8	27.7	16.7	49.1	6.5	3.4	10.2

SOURCE: Statistics Canada, 1971 Census, Cat. 95-910 (Vol. 3, Profile Series A); 1976 Census, General Population, Housing, Households, Family and Labour Force Data, Nova Scotia; 1981 Census, Publication E-561.

EXHIBIT I(5): POPULATION BY AGE GROUPS, CITY OF HALIFAX BY PLANNING AREA, 1971-1976-1981

	PENINSULA			MAINLAND NORTH			MAINLAND SOUTH			TOTAL CITY	
	1971	1976	1981	1971	1976	1981	1971	1976	1981	1971	1976
0-19	25,040	18,385	14,120	9,140	8,725	7,555	8,145	8,405	7,235	42,305	35,330
20-34	20,255	20,620	21,145	6,190	7,955	8,580	5,040	6,425	6,630	31,525	34,675
35-64	25,665	21,360	20,230	7,010	8,180	8,960	5,395	5,750	6,010	38,090	36,080
65+	8,240	8,180	9,935	1,005	1,535	2,135	865	1,265	1,460	10,105	11,790
TOTAL	79,265	68,785	65,945	23,330	26,385	27,340	19,450	21,850	21,310	122,035	117,885

PERCENT CHANGE

	1971-76	1976-81	1971-81	1971-76	1976-81	1971-81	1971-76	1976-81	1971-81	1971-76	1976-81	1971-81
0-19	-26.6	-23.2	-43.6	-4.5	-13.4	-17.3	3.2	-13.9	-11.2	-16.5	-18.2	-31.7
20-34	1.8	2.5	4.4	28.5	7.9	38.6	27.5	3.2	31.5	10.0	6.7	17.4
35-64	-16.8	-5.3	-21.2	16.7	9.5	27.8	6.6	4.5	11.4	-5.3	-2.7	-7.9
65+	-0.7	21.5	20.6	52.7	39.1	112.4	46.2	15.4	68.8	16.7	15.3	34.5
TOTAL	-13.2	-4.1	-16.8	13.1	3.6	17.2	12.3	-2.5	9.6	-3.4	-2.8	-6.1

SOURCE: Statistics Canada, 1971 Census, Cat. 95-910 (Vol. 3, Profile Series A); 1976 Census, Cat. 95-805 (Bulletin 6.6); 1981 Census, Cat. 95-702 (CT-2A).

HOUSEHOLD CHARACTERISTICS

Population and household characteristics both have implications for housing. However, different trends often emerge between the two types of characteristics. For example, the number of households have increased in the City of Halifax between 1971 and 1981 despite declining populations (see discussion below). Historical trends in household data are presented from the 1971, 1976 and 1981 censuses for the City of Halifax and its three major planning areas. Some household characteristics are special tabulations received for the 1981 census only and were unavailable for the equivalent 1971 and 1976 censuses. The 1981 special tabulations alone do not indicate trends but serve a more descriptive role of households in the City in 1981.

A private household is defined by Statistics Canada (1981) as "a person or group of persons (other than foreign residents) who occupy a private dwelling and do not have a usual place of residence elsewhere in Canada. The number of private households equals the number of occupied private dwellings."¹

Change in Number of Private Households

Despite the fact that population declined in the City of Halifax between 1971 and 1981, the number of private households increased by 28.3 percent. Dartmouth's private households increased 24 percent in number while Bedford's increased 50 percent and the County of Halifax's 76 percent (see Exhibit I(6)). Population growth and population redistribution account for most of the household growth in Bedford and the County of Halifax.

Over the 1971-1981 time period, total private household numbers grew by over 10,000 in the City of Halifax. Most growth was on the Peninsula where there was an increase of 4,500 private households; Mainland North increased by over 3,500 and Mainland South by 2,000 (see Exhibit I(6)).

Although the Peninsula had the highest numerical increase, its percentage growth was 19.7 percent while the number of private households in Mainland North increased 56.7 percent and Mainland South 41 percent between 1971 and 1981.

Household Size

Household size in the City of Halifax declined from an average of 3.4 persons in 1971 to 2.5 in 1981. Similarly, Dartmouth's household size decreased from 3.8 to 2.9 persons, Bedford's from 3.1 to 3.0 persons and the County of Halifax from 4.0 to 3.4 persons (see Exhibit I(7)).

Within the City of Halifax, average household size decreased in all three planning areas. The Peninsula has the lowest average household size while Mainland South has the highest. The rate of decline in each planning area is almost identical. The major reason for declining household size in Halifax and Dartmouth are declining populations coupled with an increase in the number of private households.

¹ 1981 Census Dictionary, Ottawa: Statistics Canada, 1982, p. 74.

EXHIBIT I(6): CHANGE IN NUMBER OF PRIVATE HOUSEHOLDS, CITY OF HALIFAX
AND ADJACENT AREAS, AND CITY OF HALIFAX BY PLANNING AREA,
1971-1976-1981

Municipality	1971	NUMBER		1971-76	PERCENT CHANGE	
		1976	1981		1976-81	1971-81
Halifax	34,115	39,315	43,775	15.2	11.3	28.3
Peninsula	22,870	24,515	26,975	7.2	10.0	17.9
Mainland North	6,315	8,385	9,865	32.8	17.6	56.2
Mainland South	4,930	6,410	6,945	30.0	8.3	40.9
Dartmouth	17,020	19,705	21,165	15.8	7.4	24.3
Bedford	1,492 ¹	1,615 ¹	2,235	8.2	38.4	49.8
County of Halifax	17,098 ¹	24,295 ¹	30,120	42.1	24.0	76.2
TOTAL COUNTY	69,725	84,930	97,295	21.8	14.6	39.5

SOURCE: Statistics Canada, 1971, 1976, 1981 Census of Canada, and calculations by Planning Department.

¹ Estimate by Halifax Planning Department.

EXHIBIT I(7): AVERAGE HOUSEHOLD SIZE, CITY OF HALIFAX AND ADJACENT AREAS,
AND CITY OF HALIFAX BY PLANNING AREA, 1971-1976-1981

Municipality	<u>AVERAGE HOUSEHOLD SIZE*</u>			Percent Change 1971-1981
	1971	1976	1981	
Halifax	3.4	2.8	2.5	-26.5
Peninsula	3.2	2.7	2.3	-28.1
Mainland North	3.6	3.1	2.7	-25.0
Mainland South	3.8	3.3	3.0	-21.1
Dartmouth	3.8	3.3	2.9	-23.7
Bedford	3.1 ¹	3.0	3.0	- 3.2
County of Halifax	4.0 ¹	3.6	3.4	-15.0
TOTAL COUNTY	3.6	3.2	2.9	-19.4

SOURCE: Statistics Canada, 1971, 1976, 1981 Census of Canada, and calculations by Planning Department.

* Average household size is calculated using total usual residents in private households, excluding those persons normally resident in collective households.

¹ Estimate by Halifax Planning Department.

Those who are not included in the tally of occupied private dwellings (i.e. - private households) are those who live in collective dwellings. Only about 3,940 persons lived in collective dwellings in the City of Halifax in 1981. This represents 3.4 percent of the City's population and includes persons living in motels, hotels, tourist homes, nursing homes, hospitals, staff residences, communal quarters of military camps, work camps, jails, missions, rooming- or lodging-houses and so on.

Household Size Categories

The increase in the number of households and the reduction in average household size are related to the growth of one-person households in particular and smaller-size households in general. In the City of Halifax, one-person households increased 171 percent and two-person households 53 percent in number between 1971 and 1981, while the number of households with four or more persons decreased (see Exhibit I(8)). One-person households increased their share of total households in Halifax as well, from 13 percent of total households in 1971 to 28 percent in 1981. The largest group of households in the City in 1971 were those with four and five persons (27 percent), however, in 1981 the largest group was two-person households (33 percent). Dartmouth trends are very similar to those of Halifax. Household size trends in the County of Halifax (including Bedford) are somewhat different than those of the two cities. One-person households in the County of Halifax, while increasing by over 100 percent in number between 1971 and 1981, comprise a far smaller percentage of the total number of households than in Halifax and Dartmouth. Two-, three-, four- and five-person households each increased by around 100 percent between 1971 and 1981 in the County of Halifax. The largest number of households in the County of Halifax in 1971 were four- and five-person households (34 percent); they were still the largest group in 1981 (40 percent of total households). Overall, the County of Halifax has more larger-size households (3+ persons) than the City of Halifax, both numerically and proportionately.

One- and two-person households comprise over 60 percent of the total number of households within the City of Halifax (see Exhibit I(9)). This number is highest on the Peninsula (around 67 percent) and lower in Mainland North (54 percent) and Mainland South (45 percent).

Peninsula Halifax saw an increase of 138 percent in one-person households and 34 percent in two-person households. All other household size categories decreased in number for the period 1971-1981. The Peninsula had by far the largest share of one-person households in the City in 1981 (76 percent of one-person households and 21 percent of all households in the City). One-person households are the largest group of households on the Peninsula (35 percent) followed closely by the number of two-person households (33 percent).

EXHIBIT I (8): PRIVATE HOUSEHOLDS BY NUMBER OF PERSONS, CITY OF HALIFAX AND ADJACENT AREAS, 1971-1976-1981

NO. OF PERSONS	HALIFAX			DARTMOUTH			MUNICIPALITY OF THE COUNTY OF HALIFAX/REDFORD			TOTAL COUNTY		
	1971	1976	1981	1971	1976	1981	1971	1976	1981	1971	1976	1981
1	4,540	8,215	12,315	1,240	2,605	3,875	1,455	1,990	2,935	7,235	12,810	19,125
2	9,280	12,355	14,220	3,680	5,035	6,040	3,845	5,880	7,585	16,805	23,270	27,845
3	6,540	6,940	7,210	3,315	3,865	4,220	3,200	5,090	6,575	13,055	15,895	18,005
4-5	9,420	8,925	8,330	6,230	6,375	6,020	6,155	9,825	12,905	21,805	25,125	27,255
6+	4,550	2,875	1,710	2,645	1,820	1,015	3,620	3,125	2,340	10,815	7,820	5,065
TOTAL	34,320	39,300	43,775	17,120	19,695	21,165	18,275	25,930	32,355	69,715	84,925	97,295

No. of Persons	Percent Change		Percent Change		Percent Change		Percent Change	
	1971-76	1976-81	1971-81	1971-76	1976-81	1971-81	1971-76	1976-81
1	80.9	50.0	171.3	110.1	48.7	212.5	36.7	47.5
2	33.1	15.1	53.2	36.8	19.9	64.1	52.9	28.9
3	6.1	3.9	10.2	16.6	9.2	27.3	59.1	29.2
4-5	- 5.3	- 6.7	-11.6	2.3	- 5.6	- 3.4	59.6	31.3
6+	-36.8	-40.5	-62.4	-31.2	-44.2	-61.6	-13.6	-25.1
TOTAL	14.5	11.4	27.5	15.0	7.5	23.6	41.8	24.7

SOURCE: Statistics Canada, 1971 Census, Cat. 95-702 (CT-2A); Cat. 93-702; 1976 Census, General Population, Housing, Household, Family and Labour Force Data, Nova Scotia; 1981 Census, Publication E-561. Calculations by City of Halifax Planning Department.

EXHIBIT I(9): PRIVATE HOUSEHOLDS BY NUMBER OF PERSONS, CITY OF HALIFAX BY PLANNING AREA, 1971-1976-1981

No. of Persons	PENINSULA			MAINLAND NORTH			MAINLAND SOUTH			TOTAL CITY		
	1971	1976	1981	1971	1976	1981	1971	1976	1981	1971	1976	1981
1	3,915	6,485	9,335	375	1,050	1,955	280	700	1,010	4,540	8,215	12,315
2	6,535	7,945	8,770	1,555	2,700	3,360	1,170	1,730	2,100	9,280	12,355	14,220
3	4,210	3,920	3,945	1,325	1,625	1,820	1,005	1,370	1,470	6,540	6,940	7,210
4-5	5,475	4,575	3,960	2,320	2,460	2,390	1,625	1,955	1,975	9,420	8,925	8,330
6+	2,945	1,660	940	760	565	350	855	655	395	4,550	2,875	1,710
TOTAL	22,870	24,515	26,975	6,315	8,385	9,865	4,930	6,410	6,945	34,320	39,300	43,775

No. of Persons	Percent Change			Percent Change			Percent Change		
	1971-76	1976-81	1971-81	1971-76	1976-81	1971-81	1971-76	1976-81	1971-81
1	65.6	43.9	138.4	180.0	86.2	421.3	150.0	44.3	260.7
2	21.6	10.4	34.2	73.6	24.4	116.1	47.9	21.4	79.5
3	-6.9	0.6	-6.3	22.6	12.0	37.4	36.3	7.3	46.3
4-5	-16.4	-13.4	-27.7	6.0	-2.8	3.0	20.3	1.0	21.5
6+	-43.6	-43.4	-68.1	-25.7	-38.1	-53.9	-23.4	-40.0	-53.8
TOTAL	7.2	10.0	17.9	32.8	17.7	56.2	30.0	8.3	40.9

SOURCE: Statistics Canada, 1971 Census, Cat. 95-702 (CT-2A); 1976 Census, General Population, Housing, Household, Family and Labour Force Data, Nova Scotia; 1981 Census, Publication E-561, and Cat. 95-910. Calculations by City of Halifax Planning Department.

Mainland North showed a major increase in one-person households (421 percent) and two-person households (116 percent) between 1971 and 1981. Two-person households comprised the largest group of households in 1981 (34 percent) followed by four- and five-person households (24 percent). Mainland South displayed a similar trend: a 261 percent increase in one-person households and an 80 percent increase in two-person households. However, two-person and four- and five-person households were the largest groups of households in Mainland South in 1981 (30 and 29 percent respectively). The two Mainland areas exhibited growth in three-, four- and five-person households while the Peninsula did not. Overall, smaller-size households are growing in numbers and proportion on both the Peninsula and in the Mainland areas. Larger size households (3+ persons) still comprise an important segment of the number of households, especially on the Mainland.

John Miron, in The Rise of the One-Person Household: The Ontario Experience, 1951 to 1976 (June, 1980) hypothesizes why there has been such a dramatic increase in the number of one-person households. Following is a summary of his reasons:

Demographic: Young singles, elderly widows, divorcees and separatees are making up households, these changes in age structure and marital status are bound to effect household numbers and size.

Social Fragmentation: The break up of extended families is becoming more popular. Grandparents, aunts, cousins, etc. are not living in with families or relatives as much as in the past.

Home Leaving: Offsprings are leaving home earlier to work, go to university, move downtown to be closer to the City centre. More of these young people are not leaving to get married, as they once did.

Income: People are becoming increasingly affluent and able to live alone.

Government Subsidies: Are available for single parents, elderly, handicapped, etc. which allows them to live alone and not double up with families or with other people.

Minor Structural Changes and New Home Technology: Houses with separate entrances promote one person households as do new types of units.

Household Type

In this section, the term "family" means "census family" which is defined by Statistics Canada as "a husband and wife (with or without children who have never married, regardless of age) or a lone-parent of any marital status (with one or more children who have never married, regardless of age) living in the same dwelling." Common-law arrangements are included.²

² 1981 Census Dictionary, Ottawa: Statistics Canada, 1981, p. 59.

Family households account for 27,590 of the 43,780 total in the City of Halifax (63 percent) (see Exhibit I(10)). The greatest percentage of family households (41 percent) are found in the two-person family group followed by 3-person families at 24 percent. The fewest were found in the 4 and 5+ categories. One-family households composed the majority of family households (99 percent). Non-family households numbered 16,185, which made up 37 percent of the total number of households, the greatest number being one-person households (76 percent).

These statistics show that among family households, the two-person household is predominant. Combined with one-person households, these smaller size households account for 60 percent of the total number of households in the City. These for the most part would be single persons and married couples without children, although single parents with one child would also be included in that group. However, 63 percent of households are family households and 81 percent of the population residing in private households still reside in family households.

Increases in non-family households climbed in all three planning areas from 1971 to 1981. Mainland South had a 191 percent increase, Mainland North a 345 percent increase and the Peninsula a 91 percent increase in non-family households (see Exhibit I(11)). However, there have always been a greater number of one-family households comparative to other households in all areas. The increase in their numbers, however, have not been as marked as the non-family household category. Mainland South experienced a 27 percent increase from 1971 to 1981 in one-family households, Mainland North a 28 percent increase, but the Peninsula experienced a decrease of 9 percent. Two or more family households have had the smallest numbers. They have decreased in all areas from 1971 to 1981. Peninsula Halifax experienced an increase of 25 percent between 1971 and 1976, but fell again in 1981. Mainland South decreased by 48 percent, Mainland North decreased by 37 percent and the Peninsula by 64 percent between 1971 and 1981.

Age of Household Maintainer

A household maintainer is the person, or one of the persons, in a household who pays the rent, the mortgage, taxes, or electricity, etc. for the dwelling. If such a person is not present in the household, then household maintainer status is assigned to the husband, wife or parent.³ In the 1971 and 1976 census, household maintainer is equivalent with head of household. Cross-tabulated household maintainer statistics are a means of describing households in terms of the characteristics of the primary person in the household. Age of household maintainer cross-tabulated with household type provides a glimpse of the household formation trends at play in the City of Halifax (see Exhibit I(12)).

EXHIBIT 1(10): PRIVATE HOUSEHOLDS BY NUMBER OF PERSONS PER HOUSEHOLD SHOWING TYPE,
CITY OF HALIFAX, 1981

TYPE OF HOUSEHOLD	PERCENTAGE OF HOUSEHOLDS BY NUMBER OF PERSONS						TOTAL NO. OF HOUSEHOLDS	TOTAL NO. OF PERSONS	AVERAGE NO. OF PERSONS
	1	2	3	4	5+				
Family Households	0	41	24	19	15		27,590	88,370	3.2
-One-Family Households	0	41	24	20	15		27,195	86,075	3.2
-Multi-Family Households	0	0	0	23	75		400	2,300	5.8
Non-Family Households	76	19	4	1	1		16,185	21,315	1.3
-One Person Only	100	0	0	0	0		12,315	12,315	1.0
TOTAL NO. OF HOUSEHOLDS	28	32	16	12	10		43,780	109,690	2.5

I-16

SOURCE: Statistics Canada, 1981 Census, Microfiche SPH81A11. Calculations by City of Halifax
Planning Department.

EXHIBIT I(11): PRIVATE HOUSEHOLDS BY NUMBER OF FAMILIES,
CITY OF HALIFAX BY PLANNING AREA, 1971-1976-1981

	<u>1971</u>	<u>1976</u>	<u>1981</u>
<u>PENINSULA HALIFAX</u>			
0	6,385	9,265	12,220
1	16,030	14,945	14,510
2+	650	815	235
<u>MAINLAND NORTH</u>			
0	585	1,625	2,605
1	5,615	6,650	7,160
2+	135	105	85
<u>MAINLAND SOUTH</u>			
0	465	1,005	1,355
1	4,330	5,300	5,515
2+	145	90	75
<u>TOTAL CITY OF HALIFAX</u>			
0	7,435	11,895	16,180
1	25,975	26,895	27,185
2+	930	1,010	395
TOTAL PRIVATE HOUSEHOLDS*	34,115	39,315	43,775

* Numbers may not total due to rounding.

SOURCE: Statistics Canada, 1971 Census, Cat. 95-702(CT-2A), 1976 Census, General Population, Housing, Household, Family, Labour Force Data, Nova Scotia, 1981 Census, Publication E-561, and Cat. 95-910.

EXHIBIT I(12): PRIVATE HOUSEHOLDS BY HOUSEHOLD TYPE SHOWING AGE GROUP OF HOUSEHOLD MAINTAINER,
CITY OF HALIFAX BY PLANNING AREA, 1971-1976-1981

TOTAL FAMILY HOUSEHOLDS	PENINSULA			MAINLAND NORTH			MAINLAND SOUTH			TOTAL CITY	
	1971	1976	1981	1971	1976	1981	1971	1976	1981	1971	1981
15-19	45	70	55	15	25	30	15	40	50	70	140
20-34	3,970	3,885	4,220	2,150	2,390	2,400	1,680	2,185	2,200	7,810	8,825
35-64	9,905	8,470	7,620	3,440	4,020	4,270	2,485	2,805	2,910	15,850	14,795
65+	2,405	2,695	2,740	285	465	665	285	375	435	2,975	3,840
TOTAL	16,335	15,130	14,630	5,890	6,880	7,370	4,465	5,395	5,585	26,700	27,415

TOTAL NON-FAMILY HOUSEHOLDS											
	1971	1976	1981	1971	1976	1981	1971	1976	1981	1971	1981
15-19	120	200	160	5	45	50	10	35	35	140	285
20-34	1,855	3,425	5,110	275	975	1,570	160	530	680	2,285	4,935
35-64	2,545	2,825	3,285	250	455	740	180	270	400	2,990	3,570
65+	1,810	2,730	3,530	90	210	370	100	160	245	2,005	3,100
TOTAL	6,310	9,180	12,095	635	1,700	2,740	465	1,005	1,350	7,415	11,885

TOTAL HOUSEHOLDS											
	1971	1976	1981	1971	1976	1981	1971	1976	1981	1971	1981
15-19	160	275	210	25	70	75	25	85	90	205	380
20-34	5,825	7,315	9,330	2,420	3,365	3,985	1,845	2,715	2,875	10,095	13,385
35-64	12,450	11,300	10,905	3,705	4,480	5,015	2,675	3,075	3,295	18,835	19,235
65+	4,210	5,420	6,275	380	675	1,035	390	535	675	4,980	6,630
TOTAL	22,650	24,310	26,725	6,530	8,585	10,110	4,930	6,400	6,940	34,115	39,300

SOURCE: Statistics Canada, Special Tabulation for City of Halifax Planning Department, 1971, 1976 and 1981 Census Of Canada.

Households with age of maintainer between 35 and 64 years were the largest group of households (44 percent) of the total number of households in the City of Halifax in 1981. However, they were not the fastest growing group. Both households with age of maintainer between 20 and 34 and over 65 increased in the area of 60 percent each between 1971 and 1981. Almost the entire growth in households in the City between 1971 and 1981 (91 percent) was due to growth in non-family households. In fact, 53 percent of the growth in the total number of households was due to growth in the number of household maintainer between 20 and 34. Family households of all age groups accounted for only 9 percent of the total household growth between 1971 and 1981. However, family households still outnumber non-family households: family households with age maintainer between 35 and 64 accounted for 34 percent of all households in 1981, followed by the 20 to 34 age group at 20 percent of all households.

The Peninsula showed a tremendous increase in non-family households (92 percent) between 1971 and 1981 to a point where non-family households are almost equal in number to family households. Eighty percent of household growth on the Peninsula between 1971 and 1981 can be attributed to the growth of those non-family households with age of maintainer between 20 and 34. This non-family age group increased 175 percent between 1971 and 1981. Other non-family age groups also increased drastically: the 65+ group, 95 percent; and the 34 to 65 age group, 29 percent. On the other hand, the only family household age group to show an increase between 1971 and 1981 on the Peninsula was the 20 to 34 age group - 6 percent.

In Mainland North and South, family households continue to be dominant, though they comprise less of the total number of households in 1981 as they did in 1971. Both Mainland areas have seen phenomenal growth in the number of non-family households in all age categories. Family households are still increasing in number, though not as fast as non-family households. The largest groups continue to be family households in the 35 to 64 and 20 to 34 age groups, in that order.

It is difficult to say if these trends will continue into the future. It could be they are a product of the social and economic characteristics of the 1970's. With fewer children being born in the City of Halifax, the population and household profile will continue to shift in age. It may well be the increased number of non-family households in the 20 to 34 age group that will in all likelihood convert to family households in the 35 to 64 group. On a City-wide basis this movement in the household age profile is predictable. However, it is likely that each individual planning area will maintain its general household characteristics: the Peninsula, an ever-increasing proportion of non-family, young adult households and senior citizen households, and the Mainland, a somewhat more family-oriented profile.

CENSUS-FAMILY CHARACTERISTICS

There were 28,000 census-families in the City of Halifax in 1981. All but 815 formed their own individual households. The number of census-families in the City has remained fairly constant between 1971 and 1981 while they have increased greatly in numbers in other areas of the region (see Exhibit I(13)). Census-families increased 73 percent in the County of Halifax and Bedford and 6 percent in Dartmouth between 1971 and 1981. Overall, Halifax County experienced a 22 percent increase in the number of census-families. Generally, husband-wife families have not grown as rapidly in number as lone-parent families, though they comprise over 80 percent of families in each municipality. Between 1976 and 1981, lone-parent families increased 31 percent in Halifax County (44 percent in the County of Halifax and Bedford, 37 percent in Dartmouth, and 21 percent in Halifax). The County of Halifax and Bedford was the only unit to actually see an increase in the number of husband-wife families.

Within the City of Halifax, only Mainland North saw an increase in the number of husband-wife families between 1976 and 1981 (3 percent); the Peninsula and Mainland South saw decreases in the 3 to 6 percent range (see Exhibit I(14)). Both Mainland areas had huge increases in the number of lone-parent families (51 percent, South; and 46 percent, North). Even the Peninsula experienced an increase in the number of lone-parent families (7 percent). However, the Peninsula saw a decrease of 10 percent overall in census-families between 1971 and 1981, while the two Mainland areas exhibited increases for the same period (27 percent each).

Demographic Characteristics of Children

Population decreases in Halifax and Dartmouth for example in the 1971-81 period have been caused in part by a decline in the number of children. Average family size has dropped in Halifax, Dartmouth and the County of Halifax (see Exhibit I(15)). Between 1971 and 1981 average family size dropped from 3.5 to 3.0 in Halifax, from 3.8 to 3.2 in Dartmouth and from 4.0 to 3.5 in the County of Halifax. This drop is almost entirely the result of the declining number of children per family. The average number of children per family dropped from 1.6 to 1.2 between 1971 and 1981 in Halifax, from 1.9 to 1.4 in Dartmouth, and from 2.0 to 1.6 in the County of Halifax.

Within the City of Halifax, Peninsula Halifax had the lowest average number of persons per family in 1981, with 2.9, dropping from 3.4 persons in 1971 (see Exhibit I(16)), Mainland North's number of persons per family figure decreased from 3.6 in 1971 to 3.1 in 1981. Mainland South's figure dropped from 3.7 to 3.2. Again these changes are reflected by the number of children per family: the Peninsula's number of children per family dropped from 1.4 to 1.0, Mainland South's from 1.8 to 1.4, and Mainland North's from 1.6 to 1.5 in the 1971-81 period.

EXHIBIT I(13): CHARACTERISTICS OF CENSUS FAMILIES IN PRIVATE HOUSEHOLDS, CITY OF HALIFAX AND ADJACENT AREAS,
1971-1976-1981

	HALIFAX		DARTMOUTH			COUNTY OF HALIFAX & BEDFORD			TOTAL COUNTY		
	1971	1976	1971	1976	1981	1971	1976	1981	1971	1976	1981
Husband-Wife	-*	24,240	23,530	-*	14,435	13,970	-*	22,020	26,675	-*	60,695 64,175
Lone Parent	-*	3,695	4,470	-*	1,870	2,570	-*	1,655	2,390	-*	7,220 9,430
Families-Total	28,020	27,935	28,000	15,535	16,305	16,540	16,790	23,675	29,065	60,345	67,915 73,605

PERCENT CHANGE

	1971-76	1976-81	1971-81	1971-76	1976-81	1971-81	1971-76	1976-81	1971-81	1971-76	1976-81	1971-81
Husband-Wife	-	- 2.9	-	-	- 3.2	-	-	21.1	-	-	5.7	-
Lone Parent	-	20.9	-	-	37.4	-	-	44.4	-	-	30.6	-
Families-Total	- 0.3	0.2	- 0.1	4.9	1.4	6.5	41.0	22.7	73.1	12.5	8.4	21.9

This data was not collected in the 1971 Census of Canada.

SOURCE: Statistics Canada, 1971 Census, Cat. 95-702(CT-2A), Cat. 93-715, 1976 Census, General Population, Housing, Household, Family and Labour Force Data, Nova Scotia, 1981 Census, Publication E-561. Calculations by City of Halifax Planning Department.

EXHIBIT I(14): CENSUS-FAMILIES IN PRIVATE HOUSEHOLDS BY STRUCTURE OF FAMILY, CITY OF HALIFAX
BY PLANNING AREA, 1971-1976-1981

	PENINSULA			MAINLAND NORTH			MAINLAND SOUTH			TOTAL CITY	
	1971	1976	1981	1971	1976	1981	1971	1976	1981	1971	1981
Husband-Wife Families	*	13,175	12,430	*	6,260	6,445	*	4,825	4,655	*	24,240 23,530
Lone-Parent Families	*	2,410	2,575	*	605	885	*	675	1,020	*	3,695 4,470
Total Families in Private Households	16,645	15,605	14,995	5,760	6,855	7,335	4,475	5,490	5,670	28,020	27,935 28,000

PERCENT CHANGE

	1971-76	1976-81	1971-81	1971-76	1976-81	1971-81	1971-76	1976-81	1971-81	1971-76	1976-81	1971-81
Husband-Wife Families	-	- 5.7	-	-	3.0	-	-	- 3.5	-	-	- 2.9	-
Lone-Parent Families	-	6.8	-	-	46.3	-	-	51.1	-	-	21.0	-
Total Families in Private Households	- 6.2	- 3.9	- 9.9	19.0	7.0	27.3	22.7	3.3	26.7	- 0.3	0.2	- 0.1

* Data not collected in 1971 Census.

SOURCE: Statistics Canada, 1971 Census, Cat. 95-702 (CT-2A); 1976 Census, General Population, Housing, Household, Family and Labour Force Data, Nova Scotia; 1981 Census, Publication E-561, and Cat. 95-910.
Calculations by City of Halifax Planning Department

EXHIBIT I(15): AVERAGE NUMBER OF PERSONS/CHILDREN PER FAMILY AND
HOUSEHOLDS WITHOUT CHILDREN AT HOME, CITY OF HALIFAX
AND ADJACENT AREAS, 1971-1976-1981

	<u>1971</u>	<u>1976</u>	<u>1981</u>
<u>HALIFAX</u>			
Average persons/family	3.5	3.2	3.0
Average children/ family	1.6	1.4	1.2
Households without children at home	16,825	21,595	26,685
<u>DARTMOUTH</u>			
Average persons/family	3.8	3.5	3.2
Average children/family	1.9	1.6	1.4
Households without children at home	5,530	7,740	9,555
<u>COUNTY OF HALIFAX/BEDFORD</u>			
Average persons/family	4.0	3.7	3.5
Average children/family	2.0	1.7	1.6
Households without children at home	6,260	8,235	10,700
<u>TOTAL COUNTY</u>			
Average persons/family	3.7	3.5	3.3
Average children/family	1.8	1.6	1.4
Households without children at home	28,615	37,570	46,940

SOURCE: 1971 Census of Canada: Catalogue 95-702 (CT-2A),
1976 Census of Canada: Catalogue 95-805 (Bulletin 6.6),
1981 Census of Canada: Catalogue 95-910 (Volume 3-A).
Calculations by City of Halifax Planning Department.

By adding the number of families without children at home and the number of non-family households, one can get a true indication of the actual number of households without children.

Clearly, almost two-thirds of Halifax's households are without children at home (26,685 of 43,775 or 61 percent). This figure represented a 59 percent increase over the 1971 figure. However, most of this increase is a result of the increase in the number of non-family households. Households without children composed 45 percent of Dartmouth's households in 1981, increasing 73 percent from the equivalent 1971 figure. Such households represented only 33 percent of the households in the County of Halifax and Bedford, however the growth of such households without children was rapid, increasing 71 percent in number since 1971.

Within the City of Halifax, the Peninsula contained 69 percent of the households without children in 1981 (see Exhibit I(16)). This figure represented 68 percent of the Peninsula's total number of households. The two Mainland areas had lower proportions of households of the "child-less" variety: 53 percent in Mainland North and 42 percent in Mainland South. The fastest growth rate of households without children was in Mainland North (136 percent between 1971 and 1981), followed by Mainland South (68 percent) and the Peninsula (44 percent).

Halifax County has seen a general decline in the number of families with three or more children at home between 1971 and 1981 (see Exhibit I(17)). The largest decrease was in the five children and over category (-73 percent) followed by the three and four children category (-11 percent). The largest increases were in the one and two children category (47 and 51 percent respectively). These two groups of families also comprised the two largest blocs of families with children at home. However, families without children at home comprised 30 percent of all families (the largest single group of families in Halifax County).

The City of Halifax exhibited the same trends and characteristics overall as Halifax County: families without children and with only one or two at home increased in number, though not as rapidly as Halifax County as a whole. Larger families also decreased in number, but more rapidly than the whole County. The County of Halifax and Bedford showed huge increases of over 100 percent in the one and two children at home categories, a 64 percent increase in families without children at home and a 34 percent increase in the three and four children category. Only the five and over children category showed a decrease. Dartmouth's trends were very similar to Halifax's except that families with none, one and two children at home increased more rapidly in number between 1971 and 1981.

EXHIBIT 1(16): AVERAGE NUMBER OF PERSONS/CHILDREN PER FAMILY AND
HOUSEHOLDS WITHOUT CHILDREN AT HOME, CITY OF HALIFAX
BY PLANNING AREA, 1971-1976-1981

	<u>1971</u>	<u>1976</u>	<u>1981</u>
<u>PENINSULA HALIFAX</u>			
Average Persons Per Family	3.4	3.1	2.9
Average Children Per Family	1.4	1.2	1.04
Households Without Children at Home	12,800	15,196	18,465

MAINLAND NORTH

Average Persons Per Family	3.6	3.3	3.1
Average Children Per Family	1.6	1.4	1.2
Households Without Children at Home	2,235	3,890	5,275

MAINLAND SOUTH

Average Persons Per Family	3.7	3.5	3.2
Average Children Per Family	1.8	1.6	1.4
Households Without Children at Home	1,755	2,465	2,945

TOTAL CITY OF HALIFAX

Average Persons Per Family	3.5	3.3	3.2
Average Children Per Family	1.6	1.4	1.3
Families Without Children at Home	16,825	21,595	26,685

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N.B. - figures may not total due to rounding.

SOURCE: 1971 Census of Canada: Catalogue 95-702(CT-2A),
1976 Census of Canada: Catalogue 95-805 (Bulletin 6.6),
1981 Census of Canada: Catalogue 95-910 (Volume 3-A).

EXHIBIT I(17): CENSUS FAMILIES IN PRIVATE HOUSEHOLDS BY NUMBER OF CHILDREN AT HOME, CITY OF HALIFAX AND ADJACENT AREAS, 1971-1976-1981

	HALIFAX		DARTMOUTH		MUNICIPALITY OF THE COUNTY OF HALIFAX & BEDFORD			TOTAL COUNTY	
	1971	1976	1981	1971	1976	1981	1971	1976	1981
-4	9,395	9,705	10,495	3,640	4,135	4,735	4,280	5,595	7,000
	6,430	7,230	7,695	3,475	4,050	4,605	3,335	5,550	7,125
	5,590	5,730	5,955	3,690	4,155	4,360	3,645	6,520	9,240
	4,950	4,345	3,445	3,750	3,450	2,640	3,850	4,485	5,140
and over	1,655	925	400	985	525	205	1,675	1,115	565
Total Number of Families	28,020	27,935	28,000	15,535	16,305	16,540	16,790	23,675	29,065
								60,345	67,915
									73,605

	1971-76	1976-81	1971-81	PERCENT CHANGE								1971-76	1976-81	1971-81	1971-76	1976-81	1971-81
	3.3	8.1	11.7	13.6	14.5	30.1	30.7	25.1	63.5	12.2	14.4	28.4	12.2	14.4	28.4	1971-81	
	12.4	6.4	19.7	16.5	13.7	32.5	66.4	28.4	113.6	27.1	15.4	46.7	27.1	15.4	46.7		
	2.5	3.9	6.5	12.6	4.9	18.1	78.9	41.7	153.5	26.9	19.2	51.3	26.9	19.2	51.3		
	-12.2	-20.7	-30.4	-8.0	-23.5	-29.6	16.5	14.6	33.5	1.0	-11.5	-10.5	1.0	-11.5	-10.5		
	-44.1	-56.7	-75.8	-46.7	-60.9	-79.2	-33.4	-49.4	-66.3	-40.5	-54.4	-72.9	-40.5	-54.4	-72.9		
Total Number of Families	-0.3	0.2	-0.1	4.9	1.4	6.5	41.0	22.7	73.1	12.5	8.4	21.9	12.5	8.4	21.9		

SOURCE: Statistics Canada, 1971 Census, Cat. 95-702(CT-2A), Cat. 95-805 (Bulletin 6.6), and 1981 Census, Cat. 95-910 (Vol. 3-A).
Calculations by City of Halifax Planning Department.

Within the City of Halifax there has been a general decline in the number of families with three or more children at home (see Exhibit I(18)). On the Peninsula all types of families have declined in number except those families with only one child at home. This is surprising since population in general and the number of families in particular, have declined on the Peninsula between 1971 and 1981. Those families with two or more children at home are decreasing in numbers more rapidly than those without children at home, hence the larger proportion of families without children at home on the Peninsula. The increase in families with only one child at home could be caused by a number of factors: a trend toward smaller family size, recently-formed families with a newborn offspring, or larger, older families being reduced by children leaving the family to create their own households.

The two Mainland areas show increases in the number of families with none, one and two children at home. These were substantial increases for both areas, over 20 percent in each case (1971-81). However, families with three or more children at home decreased in each area over the 1971-81 period. The increase in the number of Mainland families is due to both increases in families without children at home and those with only one or two children at home.

The number of children (under age 25) has dropped in Halifax County between 1971 and 1981 by 9 percent (see Exhibit I(19)). Individual age groupings for 1971 and 1981 cannot be compared because of data limitations. Between 1976 and 1981, all age groups of children under 17 showed a decrease. Only the 18 to 24 year age group increased in numbers. The County of Halifax and Bedford was the only area to show an increase in the number of children between 1971 and 1981 (30 percent), while Halifax and Dartmouth showed significant decreases (-30 and -24 percent respectively). The County of Halifax and Bedford had the greatest number of children in the region (45 percent) followed by Halifax (32 percent) and Dartmouth (23 percent). Children comprised 40 percent of the County of Halifax and Bedford's total population in 1981, while they comprised 27 percent of Halifax's and 35 percent of Dartmouth's population. Between 1976 and 1981 children under the age of 17 decreased by similar percentages in Halifax and Dartmouth. Those between the ages of 18 and 24 increased in number, though much more rapidly in Dartmouth. In the County of Halifax and Bedford all age groups of children increased in number between 1976 and 1981 except those under 6 years of age.

Within the City of Halifax the Peninsula has shown the greatest percentage decrease in the number of children between 1971 and 1981 (-43 percent) followed by Mainland North (-13 percent) and Mainland South (-10 percent) (see Exhibit I(20)). Children under 25 comprised 22 percent of the population of the Peninsula in 1981 31 percent in Mainland North and 36 percent in Mainland South. In 1971 the percentage of the population that was under 25 years of age was 32 percent in the Peninsula, 42 percent in Mainland North and 43 percent in Mainland South. The Peninsula still has the greatest number of children in the City (48 percent of the total),

HIBIT I(18): CENSUS FAMILIES IN PRIVATE HOUSEHOLDS BY NUMBER OF CHILDREN AT HOME, CITY OF HALIFAX BY PLANNING AREA, 1971-1976-1981

	PENINSULA			MAINLAND NORTH			MAINLAND SOUTH			TOTAL CITY		
	1971	1976	1981	1971	1976	1981	1971	1976	1981	1971	1976	1981
	6,485	5,960	6,245	1,650	2,265	2,670	1,265	1,460	1,590	9,395	9,705	10,495
	4,005	4,095	4,130	1,370	1,675	1,915	1,065	1,475	1,660	6,430	7,230	7,695
	3,130	2,825	2,720	1,460	1,610	1,755	980	1,310	1,475	5,590	5,730	5,955
	2,825	2,155	1,660	1,170	1,185	935	960	995	855	4,950	4,345	3,445
	1,050	535	225	250	150	75	365	245	95	1,655	925	400
al Number												
Families	16,645	15,605	14,995	5,760	6,885	7,335	4,475	5,490	5,670	28,020	27,935	28,000

PERCENT CHANGE

	1971-76	1976-81	1971-81	1971-76	1976-81	1971-81	1971-76	1976-81	1971-81	1971-76	1976-81	1971-81
	- 8.1	4.8	- 3.7	37.2	17.9	61.8	15.4	8.9	25.7	3.3	8.1	11.7
	2.2	0.9	3.1	22.3	14.3	39.8	38.5	12.5	55.9	12.4	6.4	19.7
	- 9.7	- 3.7	-13.1	10.3	9.0	20.2	33.7	12.6	50.5	2.5	3.9	6.5
	-23.7	-23.0	-41.2	1.3	-21.1	-20.1	3.6	-14.1	-10.9	-12.2	-20.7	-30.4
	-49.0	-57.9	-78.6	-40.0	-50.0	-70.0	-32.9	-61.2	-74.0	-44.1	-56.7	-75.8
	- 6.2	- 3.9	- 9.9	19.0	7.0	27.3	22.7	3.3	26.7	- 0.3	0.2	- 0.1

CE: Statistics Canada, 1971 Census, Cat. 95-702 (CT-2A); Cat. 95-805 (Bulletin 6.6), and 1981 Census, Cat. 95-910 (Vol. 3-A).

Calculations by City of Halifax Planning Department

EXHIBIT I(19): CHILDREN AT HOME BY AGE GROUP, CITY OF HALIFAX AND ADJACENT AREAS, 1971-1976-1981

	HALIFAX			DARTMOUTH			MUNICIPALITY OF THE COUNTY OF HALIFAX/BEDFORD			TOTAL HALIFAX COUNTY		
	1971	1976	1981	1971	1976	1981	1971	1976	1981	1971	1976	1981
Under 6	10,725	7,995	6,790	7,995	6,220	5,000	9,580	11,835	11,790	28,300	26,050	23,580
4	19,115	14,735	11,165	13,995	11,520	8,310	16,365	18,165	18,940	49,475	44,420	38,415
17	8,260*	5,725	4,870	4,525*	4,130	3,635	5,270*	5,340	6,205	18,055*	15,195	14,710
24	5,855*	7,765	7,870	2,485*	4,130	5,130	2,575*	4,845	7,055	10,915*	16,740	20,055
Total No. children at home under 25	43,995	36,220	30,695	29,000	26,000	22,075	33,790	40,185	43,990	106,745	102,405	96,760

I-29

	PERCENT CHANGE											
	1971-76	1976-81	1971-81	1971-76	1976-81	1971-81	1971-76	1976-81	1971-81	1971-76	1976-81	1971-81
Under 6	-25.4	-15.1	-36.7	-22.2	-19.6	-37.5	23.5	-0.4	23.1	-7.9	-9.5	-16.7
4	-22.9	-24.2	-41.6	-17.7	-27.9	-40.6	11.0	4.3	15.7	-10.2	-13.5	-22.4
17	-	-14.9	-	-	-11.9	-	-	16.2	-	-	-3.2	-
24	-	1.3	-	-	24.2	-	-	45.6	-	-	19.8	-
Total	-17.6	-15.3	-30.2	-11.5	-15.1	-23.9	18.9	9.5	30.2	-4.1	-5.5	-9.3

The categories for the 1971 Census were 15-18 and 19-24 opposed to the 1976 and 1981 Census age categories of 15-17 and 18-24.

SOURCE: Statistics Canada, 1971 Census, Cat. 95-702(CT-2A), Cat. 95-805 (Bulletin 6.6), and 1981 Census, Cat. 95-910 (Vol. 3-A).
Calculations by City of Halifax Planning Department.

followed by Mainland North (28 percent) and Mainland South (25 percent). Between 1971 and 1981 the number of children at home in all age groups under 25 decreased in number on the Peninsula. Mainland South showed a similar trend except there was an increase in the 18 to 24 year age group of 35 percent. Mainland North showed decreases in the 14 and under groups, but increases in the 15+ age groups.

The decrease in the number of children is another indication of the changing age profile in the City of Halifax. Social and economic reasons influence the decision to have children and subsequently influence housing need.

EXHIBIT I(20): CHILDREN AT HOME BY AGE GROUP, CITY OF HALIFAX BY PLANNING AREA, 1971-1976-1981

	PENINSULA			MAINLAND NORTH			MAINLAND SOUTH			TOTAL CITY	
	1971	1976	1981	1971	1976	1981	1971	1976	1981	1976	1981
Under 6	5,610	3,460	3,075	2,850	2,175	1,775	2,260	2,360	1,935	10,720	7,995
4	10,955	7,290	4,990	4,370	3,950	3,210	3,775	3,490	2,960	19,110	14,735
17	4,070	3,095	2,450	1,160	1,365	1,340	1,170	1,260	1,080	6,395	5,725
24	5,140	4,520	4,140	1,385	1,790	2,125	1,185	1,445	1,595	7,715	7,765
Local Children	1,565	1,560	1,610	205	325	410	220	295	360	1,985	2,185
Home	27,335	19,930	16,265	9,965	9,605	8,870	8,610	8,850	7,935	45,930	38,405
Under 25	25,775	18,365	14,655	9,760	9,280	8,450	8,390	8,555	7,570	43,940	36,220
											30,695

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PERCENT CHANGE

	1971-76	1976-81	1971-81	1971-76	1976-81	1971-81	1971-76	1976-81	1971-81	1971-76	1976-81	1971-81
Under 6	-38.3	-11.1	-45.2	-23.7	-18.4	-37.7	4.4	-18.0	-14.4	-25.4	-15.1	-36.7
4	-33.5	-31.6	-54.5	-9.6	-18.7	-26.5	-7.5	-15.2	-21.6	-22.9	-24.2	-41.6
17	-23.9	-20.8	-39.8	17.7	-1.8	15.5	7.7	-14.3	-7.7	-10.5	-14.8	-23.8
24	-12.1	-8.4	-19.5	29.2	18.7	53.4	21.9	10.4	34.6	0.6	1.3	1.9
Local Children	-0.3	3.2	2.9	58.5	26.2	100.0	34.1	22.0	63.6	10.1	9.2	20.2
Home	-27.1	-18.4	-40.5	-3.6	-7.6	-10.9	2.8	-10.3	-7.8	-16.4	-13.9	-27.9
Under Age 25	-28.7	-20.2	-43.1	-4.9	-8.9	-13.4	1.9	-11.5	-9.8	-17.6	-15.3	-30.1

SOURCE: Statistics Canada, Special Tabulations. Calculations by City of Halifax Planning Department.

HOUSING INITIATIVES STUDY
CHAPTER II
HOUSING STOCK CHARACTERISTICS

TENURE AND STRUCTURAL CHARACTERISTICS OF THE HOUSING STOCK

This section profiles the existing housing stock in the City of Halifax through an examination of dwelling characteristics such as type of dwelling and form of tenure. These statistics originate from Canadian census data. No forecasting will be attempted from the dwelling statistics, but major trends will be identified and discussed in terms of their implications on housing in the City.

Regional Characteristics

There were a total of 97,295 occupied private dwellings in the Halifax County in 1981. Owned accommodation accounted for 57 percent of the total while rented accommodation accounted for 43 percent. The number of dwellings increased 40 percent over the equivalent 1971 figure. In 1971, the tenure split was approximately 55 percent owned and 45 percent rented. The growth rates for each type of tenure show a larger increase in owned accommodation (46 percent) than rented accommodation (34 percent) during the period 1971-1981 (see Exhibit II(1)). There has been a tremendous growth of owned units in the Municipality of the County of Halifax. The number of owned units in the County of Halifax and Bedford increased 90 percent between 1971 and 1981. The City of Dartmouth has seen about equal growth in both owned and rented dwellings during the same period. In the City of Halifax about 40 percent of dwellings are owned, while 60 percent are rented. Rented units show a much greater percentage increase than owned units during the decade 1971-1981 in Halifax (increases of 40 and 14 percent respectively).

Halifax County saw a dramatic increase in the number of apartment units during the period 1971-1981 (see Exhibit II(2)). This dwelling type increased by 61 percent compared to only 35 percent for single-detached and 14 percent for single-attached and duplex dwellings. However, single-detached dwellings comprise 51 percent of all dwelling units, while apartments make up 31 percent of the total, single-attached and duplex dwellings 14 percent (see Exhibit II(3)).

In the City of Halifax the number of apartment units increased 69 percent between 1971 and 1981. Single-attached and duplex dwellings increased 4 percent, while single-detached dwellings rose only 7 percent in number. Apartment units comprise 47 percent of all dwellings in the City of Halifax in 1981; single-detached dwellings 35 percent and single-attached and duplex dwellings 17 percent. The Municipality of the County of Halifax and Bedford showed a much different growth trend than the City of Halifax. Single-detached houses accounted for 78 percent of all occupied dwellings in the County of Halifax in 1981 while single-attached and duplex dwellings account for only 8 percent and apartments for 4 percent. Single-attached and duplex dwellings increased 74 percent in number between 1971 and 1981 while the number of single-detached dwellings increased 70 percent and apartments 136 percent for the same period.

EXHIBIT II(1): OCCUPIED PRIVATE DWELLINGS BY TENURE, CITY OF HALIFAX AND ADJACENT AREAS, 1971-1976-1981

	Halifax		Dartmouth		County of Halifax/Bedford		Total County	
	1971	1976	1971	1976	1971	1976	1971	1981
Owned -								
Number	15,240	16,650	8,045	9,480	14,595	22,255	37,880	48,385
Percent	44.7	42.4	47.3	43.1	80.0	85.8	54.6	57.0
Rented -								
Number	18,875	22,650	8,975	10,215	3,650	3,680	31,500	36,545
Percent	55.3	57.6	52.7	51.9	20.0	14.2	45.4	43.0
Total -								
Number	34,115	39,300	17,025	19,700	18,245	25,930	69,385	84,930
Percent	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

II-2

	PERCENT CHANGE							
	1971-76	1976-81	1971-81	1971-76	1976-81	1971-81	1971-76	1976-81
Owned	9.3	4.4	14.0	17.8	7.2	26.4	52.5	24.4
Rented	20.0	16.6	39.9	13.8	7.6	22.5	0.8	27.2
Total	15.2	11.4	28.3	15.7	7.4	24.3	42.1	24.8

SOURCE: Statistics Canada, 1971, 1976, and 1981 Census of Canada, and Calculations by City of Halifax Planning Department.

EXHIBIT II(2): OCCUPIED PRIVATE DWELLINGS SHOWING STRUCTURAL TYPE, CITY OF HALIFAX AND ADJACENT AREAS, 1971-1976-1981

	Halifax			Dartmouth			Municipality of the County of Halifax/Bedford			Total County		
	1971	1976	1981	1971	1976	1981	1971	1976	1981	1971	1976	1981
Single Detached	14,375	13,790	15,400	7,905	8,545	9,415	14,815	19,685	25,230	37,095	42,020	50,045
Mobile	185	195	215	205	375	345	1,345	3,150	3,145	1,735	3,720	3,705
Multiple Total	19,555	25,315	28,175	8,905	10,780	11,405	2,075	3,090	3,975	30,535	39,185	43,555
- Apartments	12,180	17,265	20,545	5,875	7,345	8,150	565	795	1,335	18,615	25,405	30,030
- Single, attached & duplex	7,370	8,050	7,630	3,030	3,435	3,255	1,520	2,295	2,640	11,920	13,780	13,525
Total	34,115	39,300	43,780	17,025	19,700	21,165	18,245	25,930	32,350	69,385	84,930	97,295

II-3

	PERCENT CHANGE											
	1971-76	1976-81	1971-81	1971-76	1976-81	1971-81	1971-76	1976-81	1971-81	1971-76	1976-81	1971-81
Single Detached	- 4.1	11.7	7.1	8.1	10.2	19.1	32.9	28.2	70.3	13.3	19.1	34.9
Mobile	5.4	10.3	16.2	82.9	- 8.0	68.3	134.2	- 0.2	133.8	114.4	- 0.4	113.5
Multiple Units	29.5	11.3	44.1	21.1	5.8	28.1	48.9	28.6	91.6	28.3	11.2	42.6
-Apartments	41.7	20.0	68.7	25.0	10.9	38.7	40.7	67.9	136.3	36.5	18.2	61.3
-Single, attached & duplex	9.2	- 5.2	3.5	13.4	- 5.2	7.4	51.0	15.0	73.7	15.6	- 1.8	13.5
Total	15.2	11.3	28.3	15.8	7.4	24.3	39.4	24.9	74.0	21.8	14.6	39.5

Note: Numbers and Percents may not total due to random rounding by Statistics Canada.

SOURCE: Statistics Canada, 1971, 1976, 1981 Census of Canada and Calculations by City of Halifax Planning Department.

Dartmouth saw a 39 percent increase in the number of apartment units between 1971 and 1981 while single-detached dwellings increased 19 percent and single-attached and duplex dwellings 7 percent. However, single-detached units accounted for 44 percent of all dwelling units, while apartments accounted for 39 percent and single-attached and duplex units for 15 percent.

The dwelling trends indicate a suburbanization trend in the County of Halifax offset by growth in non-single detached dwellings in the City of Halifax in the 1970's. An interesting trend developing is the rise of single-attached dwellings. Though smaller in number, these dwellings (townhouses and other semi-detached forms) have had much higher growth rates in the Municipality of the County of Halifax and Bedford than single-detached units.

In 1981, of all rented units in Halifax County, the City of Halifax accounted for 63 percent of them while the County of Halifax accounted for 11 percent. On the other hand, the County Of Halifax accounted for 50 percent of owned units and the City of Halifax only 32 percent. The County of Halifax and Bedford comprised 50 percent of the area's single-detached units (the same percentage as owned units co-incidentally) while the City of Halifax comprised 31 percent. Halifax accounted for 56 percent of the area's single-attached and duplex units, Dartmouth 24 percent and the County of Halifax and Bedford 20 percent. Halifax is clearly dominant in the number of apartment units, capturing 68 percent of the area total while Dartmouth accounts for 20 percent of the total.

City of Halifax Characteristics

Exhibit II(3) shows the percentage change in dwelling characteristics between 1971 and 1981 in the City of Halifax by each of the three major planning areas: Peninsula, Mainland North and Mainland South. The Mainland portions of the City have seen a greater percentage increase in all types of dwellings than the Peninsula. The number of all dwellings in Mainland North increased 56 percent, Mainland South 41 percent and the Peninsula only 18 percent between 1971 and 1981. Of these dwellings, rented units increased much more rapidly than owned units. In Mainland North, rented unit growth outstripped owned unit growth 103 to 22 percent; in Mainland South, rented units grew by 72 percent compared to 19 percent for owned units; and on the Peninsula, rented accommodation outpaced owned dwelling growth 23 percent to 9 percent.

In terms of the percentage each tenure form comprises of the total number of dwellings, owned units are decreasing in proportion to rented units. In Mainland South, owner-occupied units dropped from 59 percent of total dwellings in 1971 to 50 percent in 1981. The drop in Mainland North was more dramatic: owner-occupied units dropped from 57 percent of total dwellings in 1971 to 45 percent in 1981. The drop in Peninsula Halifax was much less for owned dwellings - from 38 percent in 1971 to 35 percent in 1981. In the City of Halifax as a whole, owned accommodation dropped from 45 percent to 40 percent of total dwelling units.

EXHIBIT II(3): OCCUPIED PRIVATE DWELLINGS BY TENURE, CITY OF HALIFAX BY PLANNING AREA, 1971-1976-1981

	Peninsula		Mainland North		Mainland South		Total	
	1971	1976	1971	1976	1971	1976	1971	1976
Owned -								
Number	8,690	9,025	3,590	4,150	2,930	3,475	15,240	16,650
Percent	38.0	36.8	56.9	49.5	59.4	54.2	44.7	42.4
Rented -								
Number	14,170	15,490	2,690	4,230	2,005	2,920	18,875	22,650
Percent	62.0	63.2	43.1	50.5	40.6	45.8	55.3	57.6
Total -								
Number	22,865	24,515	6,310	8,380	4,930	6,410	34,115	39,300
Percent	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

II-5

	PERCENT CHANGE							
	1971-76	1976-81	1971-81	1971-76	1976-81	1971-81	1971-76	1976-81
Owned	3.9	4.9	9.0	15.6	5.9	22.4	18.6	0.4
Rented	9.3	12.9	23.4	57.2	29.1	102.9	45.6	17.9
Total	7.2	10.1	17.9	32.3	17.6	56.2	30.0	8.2

SOURCE: Statistics Canada, 1971, 1976, and 1981 Census of Canada, and Calculations by City of Halifax Planning Department.

Generally trends indicate a reduction in the dominance of single-detached homes in favour of higher density units - apartments, single-attached units, duplexes and other multiple dwellings in the City of Halifax (see Exhibit II(4)). As a result in the change in structural type, owner-occupied units are decreasing relative to rented units. In 1981 almost half of all dwellings were apartment units in the City of Halifax, while 60 percent of all units were rented.

In Mainland South the most dramatic increase in structural type was in single-attached dwellings, which increased 138 percent between 1971 and 1981. Apartments increased 27 percent and single-detached dwellings only 11 percent. Single-detached dwellings dropped from 58 percent in 1971 to 47 percent in 1981 of all dwelling types in Mainland South.

In Mainland North the number of single-attached units increased by 126 percent between 1971 and 1981, followed by apartment units at 84 percent and single-detached units at 13 percent. Single-detached units decreased from 53 percent of all units in 1971 to only 38 percent in 1981.

In Peninsula Halifax, the number of apartment units only increased 17 percent between 1971 and 1981 and single-detached units 4 percent. The number of single-attached units actually declined, however the figures are suspect in light of a definition problem with duplex, single-attached and apartments of less than five storeys. Single-detached homes decreased from 36 percent of all dwellings in 1971 to 31 percent in 1981 in Peninsula Halifax.

Demographic Characteristics of the Housing Stock

Forty-six percent of family households in the City of Halifax resided in single-detached dwellings in 1981 (see Exhibit II(5)). However, 53 percent lived in multiple-unit dwellings: 32 percent in apartments and 21 percent in single-attached and duplex dwellings. On the other hand, 84 percent of non-family households lived in multiple-unit dwellings and only 16 percent in single-detached dwellings. By far the majority of multiple-unit households live in apartments (72 percent of the total number of non-family households).

Of those households that live in single-detached dwellings, 83 percent are family households. Conversely, of those households in apartments, 56 percent are non-family households. There is still a sizable family element living in apartments though. Single-attached and duplex and mobile home households are primarily family households: 74 percent of single-attached and duplex households are family households and 86 percent of mobile home households are family households.

EXHIBIT II(4): OCCUPIED PRIVATE DWELLINGS SHOWING STRUCTURAL TYPE, CITY OF HALIFAX BY PLANNING AREA, 1971-1976-1981

	Peninsula			Mainland North			Mainland South			Total	
	1971	1976	1981	1971	1976	1981	1971	1976	1981	1971	1976
Single Detached	8,150	7,510	8,450	3,305	3,390	3,735	2,920	2,900	3,240	14,375	13,790
Mobile	-*	5	5	-*	135	130	-*	60	75	185	195
Multiple total	14,720	17,015	18,540	2,890	4,865	5,990	2,115	3,440	3,640	19,555	25,315
- Apartments	11,735	12,165	13,750	2,435	3,240	4,485	1,805	1,865	2,295	12,180	17,265
- Single Attached	2,985	2,000	2,510	455	930	1,030	310	935	925	3,700	3,880
- Duplex	-**	2,850	2,280	-**	695	475	-**	640	420	3,670	4,170
- Total	22,865	24,515	26,980	6,195	8,380	9,855	5,035	6,410	6,935	34,115	39,300
											43,780

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PERCENT CHANGE

	1971-76	1976-81	1971-81	1971-76	1976-81	1971-81	1971-76	1976-81	1971-81	1971-76	1976-81	1971-81
Single Detached	- 7.9	12.5	3.7	2.6	10.2	13.0	- 0.7	11.7	11.0	- 4.1	11.7	7.1
Multiple Units	15.6	9.0	26.0	68.3	23.1	107.3	62.6	5.8	72.1	29.5	11.3	44.1

NOTE:

* This data not available at the Census Tract level in published form. Number and percents may not total due to random rounding by Statistics Canada.

** Combined with apartments in 1971.

SOURCE: Statistics Canada, 1971, 1976 and 1981 Census of Canada and calculations by City of Halifax Planning Department.

EXHIBIT II(5): PRIVATE HOUSEHOLDS BY STRUCTURAL TYPE SHOWING TYPE OF HOUSEHOLD,
CITY OF HALIFAX, 1981

	TOTAL PRIVATE HOUSEHOLDS	FAMILY HOUSEHOLDS	NON-FAMILY HOUSEHOLDS	ONE PERSON ONLY	TWO OR MORE PERSONS
Total Occupied Private Dwellings	43,780	27,590	16,185	12,315	3,870
Single Detached	15,400	12,805	2,600	1,755	840
Mobile	210	180	30	20	5
Apartment	20,545	8,945	11,590	9,210	2,390
Single Attached and Duplex	7,620	5,660	1,965	1,330	640
Total Multiple	28,165	14,605	13,555	10,540	3,030

SOURCE: Statistics Canada, 1981 Census of Canada.

Occupied Private Dwellings by Tenure by Dwelling Type By Number of Persons per Dwelling. Exhibit II(6) shows the number of dwellings in the City of Halifax by tenure by number of persons per dwelling in 1981. Of the total number of dwellings, the largest group of occupants is one-person households in apartments (21 percent), followed by two-person households in apartments (17 percent), four- and five-person households in single-detached units (11 percent), and two-person households in single-detached units (10 percent). One- and two-person households in apartments accounted for 38 percent of all households.

The greatest number of owner-occupants were four- and five- person households in single-detached units (25 percent of owned units and 10 percent of all units). The second largest group is two-person households in single-detached units (23 percent of owned units and 9 percent of all units). The greatest number of renter-occupants were one-person households in apartments (34 percent of rented units and 20 percent of all units). The second largest group is two-person households in apartments (27 percent of rented units and 16 percent of all units).

These figures reinforce the notion that in the City of Halifax renters and multiple-unit households form a significant portion of the total number of households. As well, most single-detached homes are owned (87 percent), apartments rented (96 percent) and single-attached and duplex dwellings split (60 percent rented and 40 percent owned).

Population in Occupied Private Dwellings by Tenure by Dwelling Type by Age. Almost as many people in the City of Halifax live in owned accommodation as in rental accommodation (see Exhibit II(7)). The split is almost exactly 50-50. Over 44 percent of the population reside in single-detached homes, 34 percent in apartments, and 21 percent in single-attached and duplex units.

Children (ages 0 to 19) in the City of Halifax show an even split between single-detached residences and multiple-unit dwellings. Fifty percent of children live in single-detached homes, 27 percent live in single-attached and duplex dwellings and 23 percent live in apartment units. In terms of tenure, more children lived in owner-occupied units (57 percent) than rented accommodation (43 percent). Almost all children living in owner-occupied dwellings live in single-detached homes (79 percent) while conversely children living in rental units reside in either apartments (51 percent) or single-attached duplex dwellings (37 percent).

Persons in the 20 to 34 age group include single-person households, new family heads, etc. Fifty-one percent of the population in this age group reside in apartments, 29 percent in single-detached homes and 20 percent in single-attached and duplex units. More people in the 20 to 34 age group lived in rental accommodation (69 percent) than in owner-occupied dwellings (31 percent). Almost all persons in the 20 to 34 age group living in apartments rent them (72 percent of the total number of renters) while 80 percent of those in single-detached homes own them. The second largest group of renters consists of those in single-attached and duplex dwellings (19 percent).

EXHIBIT II(6): OCCUPIED PRIVATE DWELLINGS BY TENURE BY DWELLING TYPE BY NUMBER OF PERSONS PER DWELLING, CITY OF HALIFAX, 1981

	SINGLE- DETACHED	SINGLE- ATTACHED & DUPLEX	APARTMENTS	MOBILES	TOTAL
<u>OWNED</u>					
1 Person	1,245	440	285	20	1,990
2 Persons	3,935	825	295	65	5,115
3 Persons	2,825	660	85	40	3,610
4 to 5 Persons	4,365	955	75	65	5,465
6+ Persons	1,005	180	10	5	1,195
TOTAL	13,370	3,055	755	195	17,380
<u>RENTED</u>					
1 Person	510	880	8,925	5	10,320
2 Persons	600	1,305	7,200	5	9,100
3 Persons	365	910	2,330	5	3,600
4 to 5 Persons	450	1,170	1,245	5	2,860
6+ Persons	110	305	100	-	520
TOTAL	2,030	4,565	19,790	15	26,405
<u>TOTAL OWNED & RENTED</u>					
1 Person	1,755	1,330	9,210	25	12,315
2 Persons	4,530	2,125	7,485	70	14,220
3 Persons	3,190	1,565	2,410	45	7,215
4 to 5 Persons	4,810	2,125	1,320	70	8,325
6+ Persons	1,110	485	110	-	1,705
TOTAL	15,400	7,630	20,545	215	43,780

Numbers may not total due to rounding.

Source: 1981 Census of Canada, Special Tabulation, October 7, 1982.

EXHIBIT II(7): POPULATION IN OCCUPIED PRIVATE DWELLINGS BY TENURE BY DWELLING
TYPE BY AGE, CITY OF HALIFAX, 1981

	SINGLE - DETACHED	SINGLE- ATTACHED & DUPLEX	APARTMENT	MOBILES	TOTAL
<u>OWNED</u>					
0-19	12,540	2,915	215	170	15,860
20-34	8,095	2,180	370	130	10,780
35-64	17,285	3,300	670	230	21,475
65+	5,295	935	275	35	6,535
All Ages	43,215	9,340	1,535	570	54,655
<u>RENTED</u>					
0-19	1,505	4,515	6,145	5	12,165
20-34	2,045	4,725	17,745	15	24,535
35-64	1,530	3,325	7,740	10	12,610
65+	400	775	4,545	5	5,725
All Ages	5,470	13,345	36,180	40	55,030
<u>TOTAL OWNED & RENTED</u>					
0-19	14,045	7,435	6,355	190	28,025
20-34	10,140	6,910	18,110	150	35,310
35-64	18,820	6,620	8,405	235	34,085
65+	5,685	1,700	4,835	30	12,265
All Ages	48,685	22,680	37,715	610	109,690

Numbers may not total due to rounding.

SOURCE: 1981 Census of Canada, Special Tabulation, October 7, 1982.

Persons in the 35 to 64 year age group represent mature household heads. Fifty-five percent of the population in this age group reside in single-detached homes, 25 percent in apartments and 19 percent in single-attached and duplex units. A clear 63 percent majority live in owner-occupied dwellings. Eighty percent of those who own live in single-detached homes while 61 percent of those who rent live in apartments.

Senior citizens (those aged 65 and over) predominantly live in single-detached homes (46 percent) or apartments (39 percent). Slightly more live in owner-occupied units (53 percent) than rental accommodation (46 percent). Of those who own, 81 percent live in single-detached homes and of those who rent 79 percent live in apartments.

HOUSING QUALITY AND AGE OF HOUSING STOCK

Quality refers in general to the condition of the housing stock and the adequacy of that shelter in meeting the shelter requirements of the population. Measures of housing adequacy include crowding indices such as number of persons per room and size of dwellings.

Living Conditions

Physical living conditions have improved in Halifax County in the decade 1971-1981. Statistics show an improvement in the average number of rooms per dwelling, average number of persons per room, number of dwellings in need of major repair and the number of crowded dwellings.

Halifax County saw a slight increase in the average number of rooms per dwelling between 1971 and 1981 (from 5.4 to 5.6) (see Exhibit II(8)). The greatest increase was in the County of Halifax and Bedford (from 5.5 to 6.2 rooms per dwelling). Dartmouth saw a slight increase from 5.3 to 5.5 rooms, while the City of Halifax saw a decrease from 5.4 to 5.2 rooms per dwelling. This trend is evident in Halifax because of an increase in smaller-sized households coupled with smaller-sized dwellings. Within the City of Halifax only Mainland South showed an increase in the average number of rooms per dwelling figure (from 5.3 to 5.5 rooms). Both the Peninsula and Mainland North showed decreases in the average number of rooms per dwelling between 1971 and 1981, probably due to the aforementioned household and dwelling trends.

While the average number of rooms per dwelling figure has increased in Halifax County between 1971 and 1981, except in the City of Halifax, another derived indicator of physical living conditions has also improved (see Exhibit II(8)). In Halifax County the average number of persons per room has dropped from 0.67 persons to 0.5 persons per room. The figure dropped in all three areas. Halifax and Dartmouth both had an average of 0.5 persons per room in 1981 while the County of Halifax and Bedford had 0.6 persons per room. Within the City of Halifax all three planning areas showed an approximate 24 percent decrease in the average number of persons per room between 1971 and 1981. The Peninsula and Mainland North both had an average figure of 0.49 persons per room in 1981, while Mainland South has a slightly higher figure of 0.56.

EXHIBIT II(8): AVERAGE NUMBER OF ROOMS PER DWELLING, AVERAGE NUMBER OF PERSONS PER ROOM, AND NUMBER OF CROWDED DWELLINGS, CITY OF HALIFAX AND ADJACENT AREAS, AND CITY OF HALIFAX BY PLANNING AREA, 1971-1981

	Halifax		Dartmouth		Municipality of Halifax Co./Bedford		Total County	
	1971	1981	1971	1981	1971	1981	1971	1981
Average rooms/ dwelling	5.4	5.2	5.3	5.5	5.5	6.2*	5.4	5.6
Average persons/ room	.63	.50	.71	.50	.72	.60*	.67	.50
Number of crowded dwellings	3,030	935	1,840	435	2,900	1,075	7,770	2,445
<u>Percent Change</u>	<u>1971-81</u>		<u>1971-81</u>		<u>1971-81</u>		<u>1971-81</u>	
Average rooms/ dwelling	- 3.7		3.8		12.7		3.7	
Average persons/ room	-20.6		-29.6		-16.7		-25.4	
Number of crowded dwellings	-69.1		-76.4		-62.9		-68.5	
	Peninsula		Mainland North		Mainland South		Total City	
	1971	1981	1971	1981	1971	1981	1971	1981
Average rooms/ dwellings*	5.3	5.0	5.7	5.6	5.3	5.5	5.4	5.2
Average persons/ room*	.65	.49	.64	.49	.74	.56	.63	.50
Number of crowded dwellings	1,965	610	415	100	660	215	3,030	935
<u>Percent Change</u>	<u>1971-81</u>		<u>1971-81</u>		<u>1971-81</u>		<u>1971-81</u>	
Average rooms/ dwelling	- 5.7		- 1.8		3.8		- 3.7	
Average persons/ room	-24.6		-23.4		-24.3		-20.6	
Number of crowded dwellings	-69.0		-75.9		-67.4		-69.1	

* Estimates

SOURCE: Statistics Canada, Rooms per dwelling and persons per room City of Halifax and Adjacent Areas, 1971 Census, Cat. 95-702 (CT-2A), Cat. 93-730, Cat. 93-728, 1981 Census, Publication E-573; Rooms per dwelling and persons per room, City of Halifax By Planning Area, 1971 Census, Cat. 95-702 (CT-2A), 1981 Census, Cat. 95-951 (Vol. 3, Profile Series B); Crowded dwellings, 1971 Census, and Special Tabulation, 1981 Census, Fiche SDH81B11 and Special Tabulation. Calculations by City of Halifax Planning Department.

The number of crowded dwellings also fell in Halifax County between 1971 and 1981 (see Exhibit II(8)). A crowded dwelling is an occupied private dwelling with more than one person per room. All municipalities in Halifax County and all planning areas within the City of Halifax showed large decreases in the number of crowded dwellings between 1971 and 1981.

A somewhat unreliable measure of housing quality is the number of dwellings in need of major repair (see Exhibit II(9)). This information was collected by the 1961 and 1981 Censuses, but evaluated differently. In 1961 the evaluation was made by the enumerator and in 1981 by the respondent. In any case there was a significant increase of 74 percent in the number of dwellings in need of major repair in Halifax County between 1961 and 1981. However, the actual percentage of the total number of dwellings that are in need of major repair dropped from 6.7 percent of the total number of dwellings in 1961 to 6.2 percent in 1981. In the City of Halifax the number of dwellings in need of major repair dropped from 7 percent of the total number of dwellings in 1961 to 6 percent in 1981. The Peninsula had 65 percent of the dwellings in need of major repair in the City in 1981, followed by Mainland South with 22 percent, and Mainland North with 13 percent.

Another statistic that measures crowding is the number of households with two or more families (see Exhibit II(10)). Halifax County saw a 40 percent decrease in the number of such households between 1971 and 1981. The City of Halifax showed a 57 percent decrease to 395 households with two or more families in 1981. Within the City of Halifax, all three planning areas showed substantial decreases in the number of such households.

These trends indicate an improvement in general physical living conditions in Halifax County. There are more rooms per dwelling, fewer persons per room, less crowded dwellings, fewer dwellings in need of major repair (proportionately), and fewer households with two or more families. The only contrary trend is a decrease in the average number of rooms per dwelling in the City of Halifax between 1971 and 1981.

Age of Housing Stock

While age in itself is not a measure of housing quality, it can be a significant factor in higher maintenance and operating costs of shelter. The age profile of the housing stock in the Halifax area shows a relatively even distribution of the stock by period of construction (see Exhibit II(11)). Twenty-two percent of the total County's stock was built before 1946, 21 percent between 1946 and 1960, 22 percent between 1961 and 1970 and 35 percent between 1971 and 1981. There has been a slight surge in additions to the stock since 1971. The City of Halifax's housing stock age profile also shows an even distribution: 30 percent of the stock was built before 1946, 22 percent between 1946 and 1960, 21 percent between 1961 and 1971, and 27 percent between 1971 and 1981. Dartmouth's housing stock is slightly newer than Halifax's, while the housing stock in Halifax County/Bedford is extremely new. Over 50 percent of the stock in the County/Bedford has been added since 1971.

EXHIBIT II(9): DWELLINGS IN NEED OF MAJOR/MINOR REPAIR, CITY OF
HALIFAX AND ADJACENT AREAS, AND CITY OF HALIFAX BY
PLANNING AREA, 1961-1981

Halifax Area	Halifax	Dartmouth	Municipality Halifax County and Bedford	Total County
Dwellings with -				
- minor repairs needed 1981	8,705	4,310	6,430	19,445
- major repairs needed 1961	1,744	439	1,313	3,496
1981	2,705	1,285	2,085	6,075
<u>Percent Change</u>				
	1961-81	1961-81	1961-81	1961-81
Major repairs needed	55.1	192.7	58.8	73.8

City of Halifax	Peninsula	Mainland North	Mainland South	Total City
Dwellings with -				
- minor repairs needed 1981	5,450	1,610	1,650	8,705
- major repairs needed 1961	1,527	-	217	1,744
1981	1,770	350	585	2,705
<u>Percent Change</u>				
	1961-81	1961-81	1961-81	1961-81
Major repairs needed	15.9	-	169.6	55.1

SOURCE: Statistics Canada, 1961 Census, Cat. 95-517, 1981 Census,
 Publication E-573, Cat. 95-951 (Vol. 3 -Profile Series B).

Calculations by City of Halifax Planning Department.

EXHIBIT II(10): PRIVATE HOUSEHOLDS WITH TWO OR MORE FAMILIES, CITY OF HALIFAX AND ADJACENT AREAS AND, CITY OF HALIFAX BY PLANNING AREA, 1971-1976-1981

Halifax Area	Halifax	Dartmouth	Municipality Halifax County and Bedford	Total County
<u>2 or More Families</u>				
1971	925	290	470	1,685
1976	515	210	380	1,105
1981	395	195	415	1,005
<u>Percent Change</u>				
1971-76	-44.3	-27.6	-19.1	-34.4
1976-81	-23.3	- 7.1	9.2	- 9.0
1971-81	-57.3	-32.8	-11.7	-40.4

City of Halifax	Peninsula	Mainland North	Mainland South	Total City
<u>2 or More Families</u>				
1971	650	135	145	925
1976	315	105	90	515
1981	235	85	75	395
<u>Percent Change</u>				
1971-76	-51.5	-22.2	-37.9	-44.3
1976-81	-25.4	-19.0	-16.7	-23.3
1971-81	-63.8	-37.0	-48.3	-57.3

SOURCE: Statistics Canada, City of Halifax and Adjacent Areas, 1971 Census, Cat. 93-703, Cat. 95-702 (CT-2A), 1976 Census, General Population, Housing, Household, Family and Labour Force Data, Nova Scotia, 1981 Census, Publication E-561; City of Halifax by Planning Area, 1971 Census, Cat. 95-702 (CT-2A), 1976 Census, Cat. 95-805 (Bulletin 6.6), 1981 Census, Cat. 95-910 (Vol. 3, Profile Series A).

Calculations by City of Halifax Planning Department.

EXHIBIT II(11): OCCUPIED PRIVATE DWELLINGS BY PERIOD OF CONSTRUCTION, CITY OF HALIFAX AND
ADJACENT AREAS AND, CITY OF HALIFAX BY PLANNING AREA, 1981

	Halifax Row %	Dartmouth Row %	Municipality of Halifax Co./Bedford Row %	Total County Row %
Before 1946	13,070 (60.7)	3,535 (16.4)	4,930 (22.9)	21,535 (100.0)
1946-60	29.9	16.7	15.2	22.1
	9,480 (46.4)	5,590 (27.4)	5,345 (26.2)	20,415 (100.0)
1961-70	21.6	26.4	16.6	21.0
	9,325 (43.6)	6,335 (29.7)	5,700 (26.7)	21,360 (100.0)
1971-81	21.3	30.0	17.6	21.9
	11,905 (35.0)	5,710 (16.8)	16,375 (48.2)	33,990 (100.0)
	27.2	26.9	50.6	35.0
Total	43,780 (45.0)	21,160 (21.7)	32,355 (33.3)	97,295 (100.0)
	100.0	100.0	100.0	100.0

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	Peninsula	Mainland North	Mainland South	Total City
Before 1946	11,235 (86.0)	770 (5.9)	1,065 (8.1)	13,070 (100.0)
1946-60	42.0	7.6	15.4	29.9
	5,490 (57.9)	2,100 (22.2)	1,890 (19.9)	9,480 (100.0)
1961-70	20.5	20.8	27.2	21.6
	4,325 (46.4)	3,285 (35.2)	1,715 (18.4)	9,325 (100.0)
1971-81	16.2	32.5	24.7	21.3
	5,690 (47.8)	3,950 (33.2)	2,270 (19.0)	11,905 (100.0)
	21.3	39.1	32.7	27.2
Total	26,735 (61.1)	10,105 (23.1)	6,940 (15.8)	43,780 (100.0)
	100.0	100.0	100.0	100.0

SOURCE: Statistics Canada, 1981 Census, Publication E-573 and Special Tabulation.
Calculations by City of Halifax Planning Department.

Despite rapid residential growth in the County of Halifax and Bedford since 1971, the City of Halifax still accounts for 45 percent of Halifax County's housing stock. The County of Halifax and Bedford accounts for 33 percent and Dartmouth 22 percent. Halifax also has most of the total Halifax County's stock built before 1971. For example, Halifax accounted for over 60 percent of Halifax County's stock built before 1946, 46 percent of the stock constructed between 1946 and 1960 and 44 percent of that erected between 1961 and 1970. In the 1971-81 period, however, the County of Halifax and Bedford accounted for 48 percent of the units constructed in Halifax County.

The explanation of this age profile is simple. The City of Halifax is the urbanized core of Halifax County, particularly Peninsula Halifax, offering in the past the most economically attractive, accessible sites. Consequently, Halifax developed on a larger scale earlier than Dartmouth and the County of Halifax, hence the larger proportion of dwellings built before 1946. Rapid housing expansion has occurred in Dartmouth and the County of Halifax more recently than Halifax because of a number of reasons such as cheaper land costs and room for expansion. This is not to say that Halifax has not had its share of growth in recent time. In absolute terms, the amount of housing constructed in the period 1960-1981 in the City of Halifax is comparable to Dartmouth and the County of Halifax.

Within the City of Halifax, the housing stock on the Peninsula is generally much older than in the Mainland areas. Forty-two percent of the stock on the Peninsula was built before 1946, while only 21 percent was erected between 1946 and 1960, 16 percent between 1961 and 1970 and 21 percent between 1971 and 1981. Mainland South has a slightly older housing stock than Mainland North. Mainland South's housing stock age profile shows that 15 percent of that planning area's stock was constructed before 1946, 27 percent between 1946 and 1960, 25 percent between 1961 and 1970 and 33 percent between 1971 and 1981. Mainland North exhibits a similar trend, though it has a higher concentration of newer dwellings. Mainland North's age profile shows that only 8 percent of the stock was erected before 1946, 21 percent between 1946 and 1960, 33 percent between 1961 and 1970 and 39 percent between 1971 and 1981. Because the Peninsula contains the most dwellings of the three planning areas within the City, it possesses most units constructed in each time period. It contains 86 percent of the City's dwellings built before 1946, 58 percent erected between 1946 and 1960, 46 percent of the stock constructed between 1961 and 1970 and 48 percent between 1971 and 1981. Even though the two Mainland areas have experienced most of their residential growth since 1961, the Peninsula has almost seen the same growth in absolute terms as both Mainland areas combined since 1961. This is probably due to the addition of smaller-size, higher-density accommodation.

From the data presented, it is safe to assume that housing quality has improved in the City of Halifax over the last 20 years.

BUILDING TRENDS

Building trends are a direct reflection of the interplay between housing demand and economic conditions. Construction, renovation and conversion trends are indicative of the form of an evolving housing stock. New residential construction, trends in renovation and rehabilitation, and trends in conversion, particularly to condominiums, are examined in this section.

New Residential Construction in Halifax-County, 1970-1982.

Traditionally new construction is the most common force in increasing the number of units in the housing stock. Construction trends in Halifax County were examined by Study H-1 of the Housing Task Force of the Halifax-Dartmouth Regional Development Plan Review, Housing Activity in the Region 1970-1980 and Study H-4 of the Review, Housing Policy Study done by Clayton Research Associates Limited. The findings of these studies are used to gauge residential construction trends in Halifax County during the 1970's. An update compiled by the City of Halifax Planning Department specifically examines building trends in the City of Halifax in the 1980's.

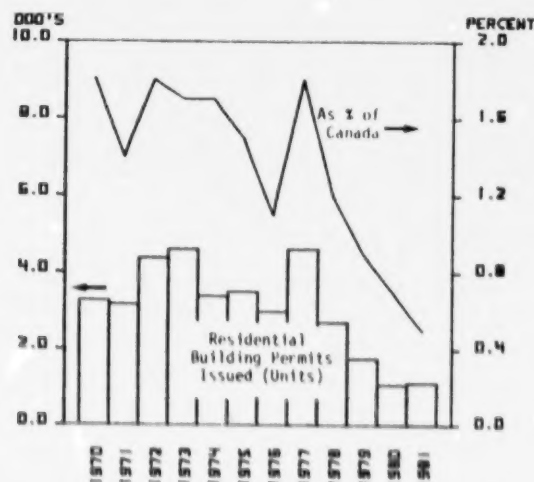
New residential construction, as measured by the number of dwelling units for which building permits are issued¹, varied widely in Halifax County between 1970 and 1982. During the years 1972 and 1973 it peaked with 4,373 and 4,591 building permits being issued respectively and again in 1977 when 4,600 building permits were issued.² Following 1977, the number of permits issued declined to an all-time low of 1,060 in 1980³ (Exhibit II(12)). The average number of new housing units built in Halifax County during the entire 1970-1982 period was 2,954 units per year.

¹ Although building permit data has a number of limitations, there appears to be a sufficiently high correlation between permits and starts/completion to warrant using it as an indicator of residential construction activity. (Housing Task Force, Housing Activity In The Region, 1970-1980, December, 1981, p. 27).

² Study H-1, Housing Activity In The Region, 1970-1980, December, 1981, p. 27-28.

³ Study H-4, Housing Policy Study, December, 1981, p. 5.

EXHIBIT II(12): TOTAL NEW HOUSING CONSTRUCTION, HALIFAX COUNTY
1970-1981



SOURCE: Study H-4, Housing Policy Study, Housing Task Force, Halifax-Dartmouth Regional Development Plan Review, 1981, p. 5.

A number of factors appear to have been responsible for this pattern of residential construction during the 1970-1982 period. The most significant of these, suggests Clayton Research Associates, are the housing market's natural response to "changing patterns of economic and population growth" and the impact of Federal housing programs and incentives.⁴

(i) Factors Influencing the 1972-1973 Construction Peak

Clayton Research Associates Limited have suggested that the high volume of new housing construction activity in Halifax County for the years 1972 and 1973 is mainly attributed to the strength of Halifax County's economy at that time. "Annual employment growth" reached 9.8 percent in 1974. "Annual population growth" surged to 3,800 persons in 1974 - nearly double that of the 1970-1971 period. In addition, "average real earnings" increased significantly between 1970 and 1972.⁵

⁴ Study H-4, Housing Policy Study, p. 5.

⁵ Ibid., p. 6.

(ii) Factors Affecting the 1974 Construction Slump

With the exception of the year 1977, regional residential construction activity has been declining since 1973. Clayton Research Associates Limited has suggested that this is due primarily to the downturn in Halifax County's economy. Rates in employment growth, population growth and growth in "average real earnings" have all decreased since the peak 1972-1973 construction period. In addition, diminished government-initiated construction activity which peaked in 1977 has been a contributing, yet less significant factor.

(iii) Factors Influencing the 1977 Construction Peak

It appears that government-housing programs rather than Halifax County's economic growth patterns were primarily responsible for the sharp increase in new housing activity that took place in 1977. In that year, government-initiated housing starts peaked at 2,900 units. This accounted for approximately 70 percent of total residential starts in the Halifax-Dartmouth Census Metropolitan Area (C.M.A.). Since 1977 government-initiated housing starts have decreased significantly. In 1980 only 6 percent of total housing starts or 75 units in the C.M.A. were government-initiated.⁶

Government-initiated housing starts averaged 1,200 units per year during the 1970-1981 period. This amounted to approximately 40 percent of new residential construction activity in the Halifax-Dartmouth C.M.A.⁷

Location of New Residential Construction. Between 1970 and 1982 a total of 38,411 residential building permits were issued in Halifax County. Thirty-eight percent or 14,714 were issued for the City of Halifax, 16 percent or 6,318 for the City of Dartmouth and 45 percent or 17,379 were issued for the Municipality of the County of Halifax (Exhibit 11(13)). The building permit data suggests an increase in residential building activity in the County of Halifax during the latter half of the decade and into the 1980's.⁸

⁶ Study H-4, Housing Policy Study, p. 8.

⁷ Ibid., p. 7.

⁸ Study H-1, Housing Activity in the Region, 1970-1980, p. 28.

EXHIBIT II(13): TOTAL BUILDING PERMITS ISSUED FOR NEW RESIDENTIAL
CONSTRUCTION BY LOCATION, CITY OF HALIFAX AND ADJACENT
AREAS, 1970-1982

Year	City of Halifax	MUNICIPALITY		Total County
		City of Dartmouth	County of Halifax	
1970	1,404	775	1,089	3,268
1971	1,455	731	983	3,164
1972	2,141	670	1,562	4,373
1973	2,245	447	1,899	4,591
1974	899	806	1,677	3,382
1975	1,281	562	1,654	3,497
1976	659	489	1,830	2,976
1977	2,248	658	1,694	4,600
1978	940	107	1,644	2,691
1979	401	72	1,265	1,738
1980	400	123	537	1,060
1981	380	612	786	1,778
1982	261	271	759	1,291
TOTAL	14,714	6,318	17,379	38,411

SOURCE: Study H-1, Housing Activity in the Region, 1970-1980,
p. 28-29.

Building Permits: Annual Summary, 1981, 1982, Statistics
Canada, Catalogue 64-203.

Type of New Residential Construction. Apartment construction has decreased since 1977 in Halifax County when it accounted for 61 percent of all permits issued (2,786). Over the entire 1970-1982 period, apartment construction accounted for 45 percent of all permits issued. Single-detached house construction peaked in 1973 with 1,525 permits granted. In 1979 single-detached houses accounted for 60 percent of all permits granted (1,036); for the entire 1970-1982 period single-detached home construction accounted for 39 percent of all permits issued (see Exhibit II(14)).

EXHIBIT II(14): BUILDING PERMITS ISSUED FOR NEW RESIDENTIAL CONSTRUCTION
BY UNIT TYPE, HALIFAX COUNTY, 1970-1982

Year	DWELLING TYPE					Total
	Single-Detached	Semi-Detached and Duplex	Row	Apartment	Mobile	
1970	919	273	*	1,801	275	3,268
1971	1,099	241	*	1,724	100	3,164
1972	1,309	256	403	2,024	381	4,373
1973	1,525	204	128	2,158	576	4,591
1974	1,448	199	114	1,328	293	3,382
1975	1,433	333	5	1,577	149	3,497
1976	1,412	364	66	1,015	119	2,976
1977	1,338	158	215	2,786	103	4,600
1978	1,327	153	89	1,052	20	2,641
1979	1,036	100	58	459	85	1,738
1980	628	22	58	309	43	1,060
1981	768*	74	92	814	-	1,778
1982	857**	186	12	222	-	1,291
TOTAL	15,099	2,563	1,240	17,269	2,144	38,315

* includes 30 cottages

** includes 14 cottages

SOURCE: Study II-1, Housing Activity in the Region, 1970-1980, p. 23.

Building Permits: Annual Summary 1981, 1982, Statistics Canada, Catalogue 64-203.

While apartment construction has decreased in the latter half of the decade it was much higher than what might have been expected from the changing household profile⁹ alone. Clayton Research Associates Limited have suggested several reasons for this phenomena:

"The number of non-family households has been increasing at a faster rate than family households. Non-family households tend to have a higher incidence of apartment occupancy.

Elderly family and non-family households are increasingly moving into apartment units because of convenience of maintenance and cost considerations. This is a Canada-wide phenomenon.

During the 1970's, C.M.H.C. and N.S. Department of Housing constructed approximately 1,400 subsidized housing units for senior citizens. The availability of these units, all of which were apartment units, induced elderly households to move from non-apartment units.

Rents were not increasing as rapidly as the cost of homeownership, providing an incentive for some households to remain in rental apartment units."¹⁰

Apartment construction, although it has been strong over the decade, had declined sharply since 1977. The introduction of rent controls in 1975, the termination of government assistance programs such as A.R.P. in 1978 and M.U.R.B. in 1981¹¹ and the recent unprecedented increase in interest borrowing rates and increase in construction and labour costs were factors that no doubt contributed to this downturn.

⁹ "The changing age profile of households is a fundamental determinant in the composition of new housing construction by unit type." Newly married couples tend to rent an apartment, and after a few years, then they are financially more secure and have started to raise a family, tend to buy their first home. Subsequently, they upgrade into larger, more expensive homes. Once the children have grown up and moved away, couples, as well as elderly people tend to move back into a smaller home or apartment (Study H-4, Housing Policy Study, p.8).

¹⁰ Study H-4, Housing Policy Study, p. 9.

¹¹ Ibid., p. 17.

New apartment construction in Halifax County between 1970 and 1982 has been heavily concentrated in the City of Halifax. There are several reasons for this occurrence. The City of Halifax is the centre for Halifax County's shopping, education and business facilities and in 1981 provided 60 percent of Halifax County's employment opportunities.¹²

The County of Halifax has seen an increase in its share of residential low-density housing (single-family, two-family, row and mobile home residential units) from 73 percent of total low-density construction for Halifax County during the 1970-1975 period to 86 percent during the 1975-1980 period¹³ (Exhibit II(15)). A number of factors have been put forward to explain this locational pattern of low-density residential development for Halifax County:

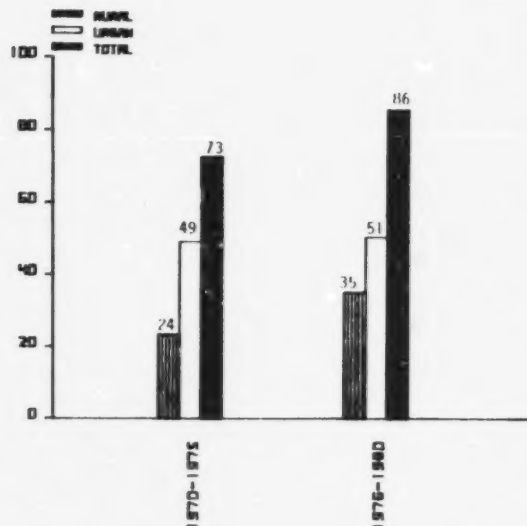
1. Transportation improvements have made areas in the County more accessible to employment centres in the cities of Dartmouth and Halifax.
2. The extension of central sewer and water services to areas in the County (most notably Sackville in 1969 and Cole Harbour in 1973) has made larger tracts of land suitable for residential development.
3. Government land assemblies (i.e. Sackville, Forest Hills) in the County had created residential building lots that were cheaper than lots in other parts of the Region.
4. Government housing programs aimed at the first-time home-buyer encouraged the construction of low-density, low-cost housing. Thus home buyers, assisted under the programs, sought low-cost lots (i.e. lots located in the County).
5. With respect to municipalities, the Provincial Grant structure favoured residential development in the County. For example, in the County the Provincial Department of Transportation pays 80 percent of the cost of subdivision paving and curbing, whereas in the cities of Halifax and Dartmouth, the subdivision developer pays this cost.¹⁴

¹² Ibid., p. 9. See also City of Halifax Planning Department, The Regional Context of the City of Halifax Economy, Discussion Paper No. 1, Municipal Development Plan Review, April, 1983.

¹³ Ibid., p. 10.

¹⁴ Ibid., p. 11.

EXHIBIT II(15): LOW DENSITY CONSTRUCTION IN THE MUNICIPALITY OF THE
COUNTY OF HALIFAX AS A PERCENT OF HALIFAX COUNTY,
1970-1980



SOURCE: Study H-4 Housing Policy Study, p. 10.

Building Trends within the City of Halifax

The City of Halifax Planning Department has undertaken an in-depth analysis of building permit data within the City for the 1971-1982 period. The previous section has outlined regional construction trends, particularly in relation to the City of Halifax. Within the City of Halifax, the Peninsula accounted for 51 percent of the units added in the entire City between 1971 and 1982 (see Exhibit II(16)). Mainland North accounted for 30 percent of new units added and Mainland South for 20 percent. New construction was the reason for 95 percent of the number of units added, additions for 2 percent, conversions 2 percent and renovations 1 percent. Trends within the 1971-82 period parallel aforementioned Halifax County trends. Medium to high density development was responsible for most of the residential units added in the City (see Exhibit II(17) and Exhibit II(18)). Apartment construction was significant in all three planning areas, accounting for 82 percent of units added City-wide. Single-family home development has not been significant, accounting for only 5 percent of new units added.

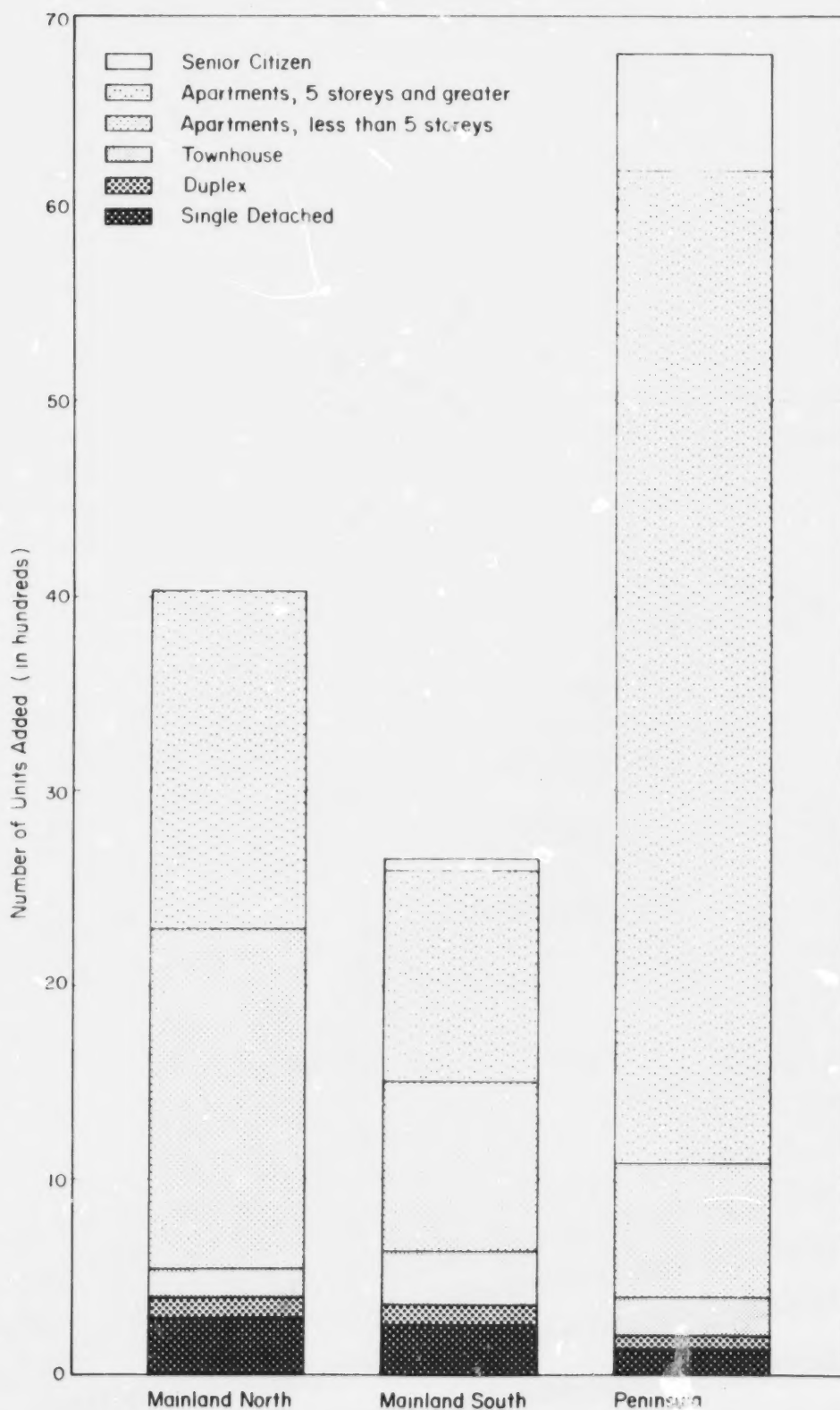
EXHIBIT II(16): RESIDENTIAL BUILDING ACTIVITY BY NUMBER OF UNITS ADDED, CITY OF HALIFAX, 1971-82

	Total 1971-82	1971	1972	1973	1974	1975	1976	1977	1978	1979	1980	1981	1982
PENINSULA TOTAL													
New Construction	6,842	462	517	1,412	514	496	398	1,264	908	314	175	203	179
Addition	6,291	450	511	1,392	488	461	389	1,102	872	267	130	167	62
Conversion	221	10	0	4	2	27	0	143	2	5	0	3	25
Renovation	224	2	4	1	0	2	8	8	4	34	43	31	87
Repair	90	0	0	1	24	6	1	11	30	8	2	2	5
Relocation	1	0	0	1	0	0	0	0	0	0	0	0	0
Other	15	0	2	13	0	0	0	0	0	0	0	0	0
MAINLAND SOUTH TOTAL													
New Construction	2,649	462	1,012	366	40	321	190	129	15	23	65	12	14
Addition	2,592	460	976	364	39	316	189	127	14	20	65	10	12
Conversion	44	2	36	1	0	4	0	0	1	0	0	0	0
Renovation	7	0	0	1	1	0	0	0	0	2	0	1	2
Repair	5	0	0	0	0	1	0	2	0	1	0	1	0
Relocation	0	0	0	0	0	0	0	0	0	0	0	0	0
Other	1	0	0	0	0	0	1	0	0	0	0	0	0
MAINLAND NORTH TOTAL													
New Construction	4,057	535	620	492	352	482	83	858	51	105	181	112	186
Addition	3,984	535	615	483	347	474	77	855	29	103	171	110	185
Conversion	38	0	4	4	1	0	0	3	20	0	6	0	0
Renovation	17	0	0	5	0	0	6	0	0	0	3	2	1
Repair	17	0	0	0	4	8	0	0	2	2	1	0	0
Relocation	27	1	2	2	3	4	6	7	0	1	1	0	0
Other	1	0	1	0	0	0	0	0	0	0	0	0	0
CITY OF HALIFAX TOTAL													
New Construction	13,548	1,459	2,149	2,270	906	1,299	671	2,251	974	442	421	327	379
Addition	12,867	1,445	2,102	2,239	874	1,251	655	2,084	915	390	366	287	259
Conversion	303	12	40	9	3	31	0	146	23	5	6	3	25
Renovation	248	2	4	7	0	2	14	8	4	36	46	34	90
Repair	112	0	2	1	28	15	1	13	32	11	3	3	5
Relocation	28	1	0	3	3	4	6	7	0	1	1	0	0
Other	2	0	1	0	0	0	1	0	0	0	0	0	0
	23	0	5	15	2	1	0	0	0	0	0	0	0

SOURCE: Compiled by City of Halifax Planning Department, 1983, from Monthly Reports, Building Inspection Division, City of Halifax.

Exhibit II (17)

Housing Units Added by Structural Type for Planning Areas, City of Halifax, 1971-1982.



Source: Monthly Building Permit Report, Department of Development, City of Halifax, compiled by the Planning Department.

EXHIBIT II(18): RESIDENTIAL BUILDING ACTIVITY BY NUMBER OF UNITS ADDED
AND STRUCTURAL TYPE, CITY OF HALIFAX, 1971-1982

Structural Type	Peninsula	Mainland North	Mainland South	Total
Single-detached	120	288	250	658
Duplex	92	117	117	326
Townhouses	191	333	289	813
Apartments less than 5 storeys	718	1,573	896	3,187
Apartments, 5 and more storeys	5,134	1,741	1,056	7,931
Senior Citizen	578	-	38	616
TOTAL	6,833	4,052	2,646	13,531

SOURCE: Compiled by City of Halifax Planning Department from Monthly Building Reports, Building Inspection Division, Development Department, City of Halifax.

Renovation, Rehabilitation and Conversion

The renovation and rehabilitation of housing stock refers to the restoration of an existing dwelling to an upgraded or new condition. The difference between renovation and rehabilitation is one of degree: renovation generally means to restore a dwelling to a new condition, while rehabilitation refers to upgrading a dwelling not necessarily to new condition. Renovation and rehabilitation will most likely increase in the future in Halifax County for three main reasons:¹⁵

- (1) Halifax County has a substantial number of older houses, most of which are of wood-frame construction;
- (2) as the costs of building and financing new housing increase, it may prove more economical to renovate existing dwellings; and
- (3) as population changes new construction may slow down forcing the construction industry to turn its attention to the maintenance of the existing stock.

Conversion generally refers to the changing of a dwelling from one type to another by adding or deleting any number of units.

New residential construction in Halifax has been on the decline comprising only 38 percent of all permits issued between 1971 and 1982. Renovations accounted for 28 percent of all permits, additions for 17 percent, repairs for 11 percent and conversions for 4 percent (see Exhibit II(19)).

The number of additions peaked in 1975-77 but dropped substantially in number in the early 1980's. Additions comprised 17 percent of all permits in 1977, but only 12 percent in 1982. The number of renovations also peaked in 1975-77 perhaps due to those years being the initial years of the federal Residential Rehabilitation Assistance Program (R.R.A.P.). Renovations have actually increased their share of all permits, for example from 30 percent in 1977 to 34 percent in 1982.

The number of permits issued for repairs peaked in 1975-77 also. Their percentage share of all permits has dropped, from 18 percent in 1977 to only 6 percent in 1982. The significant trend to be observed, if it continues, is that of conversions. They have increased in number since 1979, reaching a high of 49 permits in 1982. Conversions have increased their percentage share of all permits issued - for example, they comprised only 1 percent of all permits in 1977 and 20 percent in 1982. Conversions also climbed in terms of units added (from 8 percent of units added in 1979 to 24 percent in 1982).

¹⁵ Study H-1, Housing Activity in the Region 1970-1980, p. 33.

EXHIBIT II(19): RESIDENTIAL BUILDING ACTIVITY BY NUMBER OF PERMITS ISSUED, CITY OF HALIFAX, 1971-82.

Total		1971	1972	1973	1974	1975	1976	1977	1978	1979	1980	1981	1982
PENINSULA TOTAL		2,175	129	131	145	186	271	259	322	134	131	145	178
New Construction	414	32	32	49	31	43	38	46	39	35	18	28	23
Addition	382	34	34	29	44	48	55	56	13	15	15	18	21
Conversion	138	2	2	2	0	2	10	5	3	19	23	24	46
Renovation	847	40	32	22	66	126	102	128	65	53	74	61	78
Repair	321	10	17	21	35	49	54	78	14	9	12	12	10
Relocation	0	0	0	0	0	0	0	0	0	0	0	0	0
Other	73	11	14	22	10	3	0	9	0	0	3	1	0
MAINLAND SOUTH TOTAL		603	89	69	90	54	64	61	61	18	32	14	25
New Construction	399	78	59	73	30	31	28	36	15	20	7	10	12
Addition	91	5	5	13	9	14	13	13	2	6	2	6	3
Conversion	10	1	1	1	1	0	0	0	0	2	1	1	2
Renovation	50	3	1	1	6	9	11	5	1	4	1	4	4
Repair	42	0	2	2	7	8	8	6	0	0	2	3	4
Relocation	6	2	0	0	0	0	1	1	0	0	1	1	0
Other	5	0	1	0	1	2	0	0	0	0	0	1	0
MAINLAND NORTH TOTAL		769	110	67	73	76	68	77	110	20	37	43	43
New Construction	521	94	48	50	47	40	35	40	71	15	25	25	35
Addition	116	8	11	12	14	16	14	16	3	3	6	9	5
Conversion	9	0	0	3	0	0	2	2	0	0	0	2	1
Renovation	87	7	2	4	10	12	15	16	2	5	6	6	2
Repair	27	1	2	2	3	4	6	7	0	1	1	0	0
Relocation	1	0	1	0	0	0	0	0	0	0	0	0	0
Other	8	0	3	2	2	1	0	0	0	0	0	0	0
CITY OF HALIFAX TOTAL		3,547	328	267	308	316	403	397	493	172	200	202	246
New Construction	1,334	204	139	172	108	109	106	106	153	69	80	50	70
Addition	589	47	50	54	67	78	82	85	18	27	26	26	29
Conversion	157	3	3	6	1	2	12	5	3	21	26	26	49
Renovation	984	50	35	27	82	147	128	149	68	62	81	71	84
Repair	390	11	21	25	45	61	68	91	14	10	15	15	14
Relocation	7	2	1	0	0	0	1	1	0	0	1	1	0
Other	86	11	18	24	13	6	0	9	0	0	3	2	0

SOURCE: Compiled by the City of Halifax Planning Department, 1983, from Monthly Reports, Building Inspection Division, City of Halifax.

Within the City of Halifax, the two Mainland areas are more heavily oriented to new residential construction than the Peninsula. The Peninsula, however, is the centre of housing improvement with 78 percent of all permits issued between 1971 and 1982 for additions, conversions, renovations and repairs. The number of additions, renovations and repairs peaked in the 1970's, however the number of conversions has surged since 1979, but still only represent a small number of permits. Almost all conversions in the City have occurred on the Peninsula. Ninety percent of conversions occurred on the Peninsula as did 80 percent of renovations.

The Residential Rehabilitation Program (R.R.A.P.) has been active in Halifax since 1975. Repairs and renovations are funded through this program in specially designated areas. Since 1975, 1,179 loans have been made to Halifax residents (812 for rental units and 367 for owner-occupied units) by C.M.H.C. Overall in the Halifax C.M.A. there have been 1,973 units assisted under R.R.A.P. for a total value of \$6,561,000 at an average of \$3,325 per unit. Other minor rehabilitation programs include the Senior Citizens Assistance Program, Small Loans Assistance Program and Provincial Housing Emergency Repair Program administered by the Nova Scotia Department of Housing. Together, these three programs have assisted 1,084 units in the Halifax C.M.A. between 1975 and 1980.

Condominium Conversion

The perceived restrictiveness of rent controls by developers and the increasing financial unattractiveness of rental accommodation have led many multiple-unit building owners to convert their buildings to condominiums. Since 1972, 33 condominiums have been established in Halifax County, 25 of them in the City of Halifax. In Halifax County 2,157 condominium units have been brought on-stream (66 percent have been new units and 34 percent converted units). In the City of Halifax, which accounts for 85 percent of Halifax County's condominiums, 63 percent of condominiums have been built as new units and 37 percent have been converted units (see Exhibit II(20)).

The 1981 Census reported that there were 1,240 condominium households in the City of Halifax. Approximately 70 percent were family households and 30 percent non-family households. Less than 3 percent of total households are condominium households (condominiums also only comprise about 7 percent of all owned households). Condominium conversions do not seem to be a major force exerting influence on the Halifax housing market. However, condominium conversion is a relatively new and growing trend that may, despite its small percentage share of total multiple units, help, along with other factors, to exacerbate the rental situation in the City of Halifax. An unknown number of other multiple-unit buildings have applied for condominium conversion. However, the Province of Nova Scotia has instituted a freeze on condominium conversions as of January 1, 1983. The Province has announced this freeze to be permanent. Condominium tenure will continue to be a feature of new construction though.

EXHIBIT II(20): CONDOMINIUM CONVERSIONS IN CITY OF HALIFAX AND HALIFAX COUNTY, 1972-1982

		Corporations	New Units	Converted Units	Total Units
1972	Halifax County	2	170	-	170
	City of Halifax	2	170	-	170
1973	Halifax County	1	90	-	90
	City of Halifax	1	90	-	90
1974	Halifax County	5	475	-	475
	City of Halifax	5	475	-	475
1975	Halifax County	3	353	-	353
	City of Halifax	3	353	-	353
1976	Halifax County	3	122	67	189
	City of Halifax	1	-	67	67
1977	Halifax County	4	23	87	110
	City of Halifax	3	14	87	101
1978	Halifax County	3	8	141	149
	City of Halifax	1	-	93	93
1979	Halifax County	1	-	5	5
	City of Halifax	1	-	5	5
1980	Halifax County	-	-	-	-
	City of Halifax	-	-	-	-
1981	Halifax County	6	164	242	406
	City of Halifax	4	54	222	276
1982	Halifax County	5	8	202	210
	City of Halifax	4	-	202	202
TOTAL	Halifax County	33	1,413	744	2,157
	City of Halifax	25	1,156	676	1,832

SOURCE: Nova Scotia Registrar of Condominiums, 1983.

Demolitions

Housing unit demolitions have fluctuated over the past few years. The demolition pattern closely parallels construction trends for Halifax County and the City of Halifax with high activity in the early 1970's and another peak in 1977 (see Exhibit II(21)). Demolitions in the City of Halifax peaked in 1973 at 150 and bottomed out in 1981 at 41. The parallel with construction trends may be twofold:

- 1) large numbers of demolitions may be directly related to construction activity as areas of poor quality housing are redeveloped, or
- 2) demolitions may be more related to the destruction of poor quality buildings with no replacement by new buildings.

It cannot be definitely stated, but both scenarios are probably explanations for demolitions in the City of Halifax.

EXHIBIT 11(21): COMPARISON OF HOUSING UNITS BUILT AND DEMOLISHED,
CITY OF HALIFAX AND HALIFAX COUNTY, 1971-1982

	Halifax County ¹		City of Halifax ²	
	*New Construction	Demolition	*New Construction	Demolition
1971	3,064	91	1,445	89
1972	3,992	119	2,102	131
1973	4,015	141	2,239	150
1974	3,089	98	874	78
1975	3,348	60	1,251	61
1976	2,857	93	655	62
1977	4,497	149	2,084	125
1978	2,621	114	915	81
1979	1,653	88	390	54
1980	1,017	97	366	62
1981	1,248	75	287	41
1982	1,277	87	259	48
1971-1982	32,678	1,212	12,867	982

* Includes single dwellings, attached dwellings and apartments; does not include cottages, mobiles or conversions and renovations.

SOURCES: 1) Halifax-Dartmouth Regional Development Plan Review, Study H-1, Housing Activity in the Region, 1970-1980, Table 15, p. 23 and Statistics Canada, Building Permits Annual Summary, Catalogue No. 64-203.

2) Compiled by the Planning Department from Monthly Building Reports, Building Inspection Division, Development Department, City of Halifax.

HOUSING INITIATIVES STUDY

CHAPTER III

HOUSING COSTS AND AFFORDABILITY

HOUSING COSTS AND AFFORDABILITY

Affordability evokes debate in the housing field since there are a number of ways to determine affordability, none of which is entirely exact. Affordability refers to the ability of an individual or household to pay for shelter. Shelter demand can be differentiated into two distinct types: need and want. Housing need is the actual minimum shelter requirements of an individual or household, while housing want is the shelter that an individual or household desires as adequate living accommodation. Because of the difference in definition between housing need and housing want, two types of housing demand emerge: effective demand which describes the demand by individuals or households for minimum living accommodations (housing need), and latent demand which describes the demand by individuals or households for the level of shelter they deem to be desirable (housing want). Affordability is usually used in the context of housing need and effective demand rather than housing want and latent demand. Housing affordability therefore measures the income gap between what individuals or households can pay for housing and what minimum housing requirements cost. The affordability question does not address the expectation gap between what individuals or households earn or can pay for shelter and what desirable shelter costs.

Affordability more succinctly defined refers to the ability of households to pay for a minimum level of shelter. Most affordability studies attempt to measure the number of individuals or households which cannot afford a basic level of adequate accommodation in the housing market. Problems arise in defining adequate accommodation. The most accurate method of measurement of affordability is to define a minimum basket of commodities and services that should be obtainable by all persons. Individual households then should be monitored to ascertain the amount of money spent on housing and related operating expenses. The housing expenditures are then measured against the minimum basket of commodities and services. Different measuring sticks for different types of households would be necessary to account for such variables as number of children, age of household, and single-parent households. Affordability measured in this manner is a problem of income and not a housing problem.

Very few affordability studies have been done using the above technique because of its detailed nature, and none were available for Halifax for the purposes of this study.

This section discusses affordability problems of homeowners and renters within the City of Halifax. The costs of homeownership and renting will be examined in relation to incomes. Affordability is discussed in terms of a more commonly used approach - the shelter-to-income ratio.

Homeownership Costs

Homeownership has traditionally been the pinnacle of the housing cycle. Ownership of one's own home has been an objective of most households since the end of the Second World War. Federal government policies reinforced homeownership dreams through the activity of Canada Mortgage and Housing Corporation (C.M.H.C.) and the National Housing Act. However, the 1980's have seen the initial indications of a shift away from homeownership because of both social and economic reasons. Economically, high mortgage rates and construction costs have dramatically increased the costs of homeownership. Socially, the rise of the non-family household has lessened the demand for owned housing. This section explores homeownership costs through an examination of various housing costs such as house prices and mortgage rates.

Homeownership costs are discussed in the context of three groups:

- (1) Existing homeowners who have paid off their mortgage;
- (2) Existing homeowners who have not paid off their mortgage; and
- (3) First-time homebuyers.

Homeownership costs for the first group are not affected by changes in house prices or mortgage interest rates, but affected by changes in house maintenance costs and taxes, etc. Costs for the second group are not affected by changes in house prices but by changes in mortgage interest rates if the mortgage is due for renewal. Costs for the first-time homebuyer are, however, significantly affected by changes in both house prices and mortgage interest rates.¹

Homeowners are particularly hard hit by inflation. Housing costs for homeowners have risen more rapidly than the cost of living. According to the Consumer Price Index (C.P.I.), the total cost of living in December 1982 was 271.1 nationally (1971 = 100). The index for total housing costs which includes rental accommodation was only 265.7 (263.9 for the Halifax C.M.A.). However the index for owned accommodation was 300.1. Showing even more drastic increases are components of housing costs such as mortgage interest rates at 389.2 and water, fuel and electricity at 423.8. Existing homeowners who have paid off their mortgage are affected by the increasing cost of house maintenance and operation such as that of water, fuel and electricity. However, existing homeowners who have not paid off their mortgage and first-time homebuyers are in an even greater predicament with high mortgage interest rates in addition to high household operating and maintenance costs.

¹ Halifax--Dartmouth Regional Development Plan Review Housing Task Force, Study H-4, Housing Policy Study, January, 1982, p. 11.

III-3

One measure of housing costs relative to income, especially for first-time homebuyers is the ratio of the cost of a house to median family income (see Exhibit III(1)).

EXHIBIT III(1): COST OF HOUSING RELATIVE TO MEDIAN FAMILY INCOME, HALIFAX, 1979-1982

Year	MLS Median House Price ¹	Percent Increase	Median Family Income ²	Percent Increase	Ratio of House Prices to Median Family Income
1979	\$48,500	-	\$21,000	+ 5.5	2.31
1980	\$49,000	+ 1.0	\$22,800	+ 8.6	2.15
1981	\$61,000	+24.5	\$25,900	+ 9.6	2.44
1982	\$61,000	0.0	\$27,500	+10.0	2.22
1983	\$66,000	+ 8.2	-	-	-
Total 1979-82		+36.1		+31.0	

¹ Information supplied by Halifax-Dartmouth Real Estate Board, June 2, 1983. (Figures are for Central Halifax Division).

² Information supplied by Statistics & Research Division, N.S. Department of Development (Incomes are for Halifax C.M.A.).

The lower the ratio of median family income to median family house price, the more money one could spend on housing. The ratio has fluctuated greatly, going from a low of 2.15 in 1980 to a high of 2.44 in 1981.

Between 1979 and 1982, house prices rose 36 percent while incomes increased 31 percent. During the same period the C.P.I. housing component increased 37 percent in the Halifax C.M.A. The total cost-of-living index, by comparison, increased by 37 percent nationally.

For the period 1979-1982 family incomes have not increased as fast as median house prices. House prices in Halifax are increasing at approximately the same rate as the total cost-of-living. Housing, as well as other consumer items, increasingly are taking a larger share of incomes. Consequently, families could be said to be experiencing somewhat of a housing affordability problem.

Another source of house prices is the Royal Trust Survey of Canadian House Prices. These figures are average figures, so generally they are higher than M.L.S. median prices. The M.L.S. prices would be more indicative of the house prices a first-time homebuyer would be paying while generally the Royal Trust prices for the City of Halifax would indicate the prices a second- or third-time homebuyer would be paying. On the other hand, the house prices for suburban areas would be closer to what a first-time homebuyer would be paying. Exhibit III(2) shows the results of various Royal Trust house price surveys in Halifax County between 1980 and 1983.

The surveys indicate that house prices have increased in the 25 percent range between April, 1981 and October, 1983. City of Halifax house prices are generally higher than those outside the City and have increased by a slightly higher percentage for both bungalows and two-storey homes.

Condominium prices in Halifax County also follow a similar trend to owned-home prices. Overall increases between July, 1981 and October, 1983 average in the 20 percent range (see Exhibit III(3)).

Affordability for the first-time homebuyer and homeowners who have not paid off their mortgage reached a critical point in 1981 with record high mortgage rates (see Exhibit III(4)). The principal and interest payments were calculated assuming a downpayment of 10 percent and a 25 year mortgage at the average conventional mortgage rate. In 1979, the ratio stood at 0.262, rose to 0.403 in 1981 and dropped to 0.361 in 1982.

The 1981 census reported that the average monthly payment by owner households was \$424 in the City of Halifax. Mainland North had the highest average monthly figure at \$462, followed by the Peninsula at \$415 and Mainland South at \$400. The largest single class of payments was the \$100 - \$199 class with 23 percent of owner households (see Exhibit III(5)). This was the largest class in all three planning areas. Generally family household payments are substantially higher than payments by non-family households. Mortgage interest rates in the early 1980's have made it extremely difficult for homebuyers and homeowners to afford ownership housing.

Recent reports indicate that homeowners are finding it increasingly difficult to finance their homes. The Nova Scotia Housing Quarterly of August, 1982 reports acute problems for homeowners, particularly low-income earners. The major concern is high monthly payments due to high interest rates on mortgage rollovers. There is a decreasing proportion of all owners who have mortgages "locked-in" to a fixed interest rate arrangement for beyond 5 years. Locked-in mortgages are now difficult to get. However, 1983 has seen relief from high interest rates, so homeownership costs undoubtedly have dropped from the record highs of 1982.

EXHIBIT III(2): HALIFAX COUNTY HOUSE PRICES, 1980-1983

A. DETACHED BUNGALOW

	Oct'80	Feb'81	Apr'81	Apr'82	Oct'82	Oct'83	% Change Apr'81-Oct'83
Halifax Avg.	68,000	71,500	92,875	108,875	108,875	119,750	28.9
Clayton Park			89,000	104,500	104,500	122,500	37.6
Halifax West			93,500	110,000	110,000	124,000	32.6
North End			59,500	66,000	66,000	71,000	19.3
South End			129,500	155,000	155,000	161,500	24.7
Bedford			77,000	87,000	82,650	88,500	14.9
Cole Harbour			61,000	71,000	71,000	77,000	26.2
Dartmouth	63,000	64,000	64,000	75,000	75,000	82,000	28.1
Sackville			49,000	56,900	54,055	59,000	20.4
Average			62,750	72,475	70,676	76,625	22.1
Total Average			77,813	90,675	89,776	98,188	26.2

B. DETACHED TWO-STOREY

Halifax Avg.	120,000	128,000	119,325	138,875	138,875	150,125	25.8
Clayton Park			140,000	165,000	165,000	168,500	20.4
Halifax West			116,900	137,500	137,000	162,500	39.0
North End			72,900	78,000	78,000	84,500	15.9
South End			147,500	175,000	175,000	185,000	25.4
Bedford			96,200	105,000	99,750	107,000	11.2
Cole Harbour			108,000	132,000	132,000	138,000	27.8
Dartmouth	105,500	106,000	106,000	135,000	135,000	155,000	46.2
Sackville			82,250	87,500	83,125	89,000	8.2
Average			98,113	114,875	112,469	122,250	24.6
Total Average			108,719	126,875	125,672	136,188	25.3

SOURCE: Various Royal Trust Surveys of Canadian House Prices.

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EXHIBIT III(3): CONDOMINIUM PRICES, HALIFAX COUNTY, 1981-1983

	July'81	Oct'81	Oct'82	Oct'83	% Change July'81-Oct'83
STANDARD CONDO TOWNHOUSES AVG.	68,000	75,000	71,500	66,500	
Clayton Park	76,000	82,000	78,000	81,000	6.6
North End	60,000	68,000	65,000	72,500	20.8
Cole Harbour	-	-	-	46,000	-
STANDARD CONDO APARTMENT					
North End	36,000	41,500	41,500	44,500	23.6
Halifax West			-	92,000	-
LUXURY CONDO TOWNHOUSE					
Clayton Park	82,000	105,000	100,000	97,500	18.9
LUXURY CONDO APARTMENT					
South End	100,000	110,000	110,000	133,000	33.0
North End	-	-	-	74,500	-
Halifax West	-	-	-	135,500	-

SOURCE: Various Royal Trust Surveys on Canadian House Prices

EXHIBIT III(4): OWNERSHIP HOUSING COSTS, HALIFAX, 1976-1982

	MEDIAN MLS DWELLING PRICE \$	AVERAGE CONVENTIONAL MORTGAGE RATE %	MONTHLY PRINCIPAL AND INTEREST PMT. \$	ANNUAL MEDIAN FAMILY INCOME \$	RATIO OF ANNUAL PRINCIPAL AND INTEREST PMTS TO MEDIAN FAMILY INCOME
1979	48,500	11.98	459.09	21,000	0.262
1980	49,000	14.32	541.68	22,800	0.285
1981	61,000	18.15	839.66	25,900	0.403
1982	61,000	17.85	826.49	27,500	0.361

Source: Halifax-Dartmouth Real Estate Board, June 2, 1983.
 Statistics and Research Division, N.S. Department of Development.
 Canadian Housing Statistics, QMHC, 1982.

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EXHIBIT III(5): OWNER HOUSEHOLDS BY OWNER'S MAJOR PAYMENTS,
CITY OF HALIFAX BY PLANNING AREA, 1981

	Peninsula	Mainland North	Mainland South	Total City
Less than \$100	155	70	90	315
\$100 - \$199	2,315	850	795	3,955
\$200 - \$299	2,145	775	675	3,595
\$300 - \$399	1,335	705	510	2,550
\$400 - \$499	910	535	565	2,005
\$500 - \$699	1,290	830	565	2,680
\$700 - \$999	875	515	210	1,600
\$1,000 and over	415	185	75	675
TOTAL	9,435	4,460	3,480	17,375
Average Payment	\$415	\$462	\$400	\$424
-Family Households	\$445	\$478	\$416	\$448
-Non-Family Households	\$305	\$305	\$282	\$302

SOURCE: Statistics Canada, 1981 Census, Special Tabulation,
6428-P118446, 2B.

Rental Costs

Rental tenure is increasingly becoming a way-of-life for a substantial portion of Halifax's population. According to the 1981 Census, over 60% of occupied private dwellings in the City were tenant-occupied (26,405 out of a total of 43,780). Home-ownership is no longer within reach for many households because of high mortgage rates and high construction costs.

Those who rent can be classified into four groups:

- (1) those who cannot afford to own or maintain their own accommodation because of low incomes, such as single-parent families, senior citizens and the unemployed;
- (2) those who can afford to own or maintain their own accommodation but are delaying the purchase of a home until economic conditions improve;
- (3) those who have just entered the work force, single or married without children, who may or may not eventually buy their own home when they become more economically secure; and
- (4) those who prefer to rent for other than economic reasons.

Even though rents vary according to quality and location of the unit, all three groups mentioned above compete in the same rental market, often for the same units. Continued low vacancy rates and minimal apartment construction exacerbate the rental situation in Halifax. This situation will examine the rental picture in Halifax in terms of rents, vacancy rates and the special problems of low-income earners in obtaining rental accommodation.

Rents. According to Statistics Canada figures, rental accommodation prices did not rise as dramatically as owned accommodation prices in the last decade. The index for the rent component of the Consumer Price Index (C.P.I.) (1971=100) rose to 111.1 in 1975, 138.9 in 1979 and reached 176.5 in December of 1982. This increase is not nearly as drastic as the rise in the index for the total cost of living which stood at 271.1 in December, 1982, nor for the index for owned accommodation which stood at 300.1 at the same time. Canada Mortgage and Housing Corporation (C.M.H.C.) reports that rent increase in 1981 averaged more than 10%; rent increases in 1982 were expected to have risen above 10% also, keeping pace with inflation.

Peninsula Halifax is the most expensive area in which to rent in Halifax County. A survey conducted by the Halifax Planning Department during the week of March 7-11, 1983 of rental accommodation advertised in the local newspaper verified that fact (see Exhibit III(6)). Three types of accommodation were surveyed: furnished rooms, apartments and flats, and houses. Included in the house category were townhouses and duplexes as well as single-

family detached homes. Furnished apartments and flats were omitted from the survey due to the small sample size. Heated and unheated accommodations were included together as there appeared to be little difference in their rents.

Rents for furnished rooms are constant throughout Halifax County at a median rent of \$240 per month. Rooms in the City of Halifax showed a greater range of rents than in Dartmouth: \$306 for Halifax and \$120 for Dartmouth. Within Halifax, the Peninsula showed a greater range than the Mainland. These figures do show that inexpensive rooms can be found in Peninsula Halifax. However the quality and location of these rooms have a bearing on the rent charged. The City of Halifax accounted for 53 cases in the sample of 57 (93%), Dartmouth for only 3.

Rents for apartments and flats showed a marked difference between Peninsula Halifax and other areas of Halifax County. In each apartment category (bachelor, one bedroom, two bedroom and three bedroom), the difference in median rents between Peninsula Halifax and the next most expensive area in which to rent (in this case Mainland Halifax) increases with the size of the unit. Bachelor apartments in Peninsula Halifax are \$35 more costly than on the Mainland; one-bedroom apartments are \$48 higher; two-bedrooms \$70 more expensive; and three-bedrooms \$113. Dartmouth has the lowest median rents according to the survey, while the category "Rest of Halifax County" actually is a more expensive area in which to rent three-bedroom apartments and equally expensive to rent one-bedroom apartments as Mainland Halifax. Mainland Halifax has the second highest median rents in the bachelor and two-bedroom category. Peninsula Halifax possessed most of the bachelor apartments (62%), while one-bedroom apartments were more evenly distributed (Mainland Halifax, 35%; Peninsula Halifax, 34%; Dartmouth, 28%). Mainland Halifax accounted for 42% of the two-bedroom apartments for rent, Dartmouth for 26% and Peninsula Halifax 26%. Three-bedroom apartments show a similar distribution as one-bedroom apartments: both Peninsula and Mainland Halifax account for 35% each and Dartmouth 22% of the total. These figures show that Peninsula Halifax has a mix of apartment types with more bachelor and one-bedroom apartments than two- and three-bedroom apartments (81 to 67). Mainland Halifax, according to the survey, had more two- and three-bedroom apartments for rent than bachelor and one-bedroom apartments (101 to 64). Peninsula Halifax caters more to the non-family, one- and two-person households than Mainland Halifax, while the Mainland provides more family-type rental accommodation. The City of Halifax in total accounted for 69% of the sample (313 of 456).

Apartment rents in Peninsula Halifax also exhibit a greater range than apartments in Mainland Halifax and Dartmouth. This is an indication of the Peninsula's prime location close to employment centres and amenities, as well rents may vary on the Peninsula depending upon location.

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EXHIBIT III(6): RENTAL SURVEY RESULTS, HALIFAX COUNTY, MARCH 7 - 11, 1983

<u>FURNISHED ROOMS</u>	<u>MEDIAN RENT</u>	<u>RANGE</u>	<u>NO. OF CASES</u>
City Of Halifax	240	144 - 450	53
Peninsula Halifax	240	144 - 400	49
Mainland Halifax	240	200 - 450	4
Dartmouth	245	180 - 300	3
Rest of Halifax County	240	240	1
Total Halifax County	240	144 - 450	57

<u>APARTMENTS AND FLATS</u>	<u>BACHELOR</u>		<u>1 - BEDROOM</u>		<u>2 - BEDROOM</u>		<u>3 - BEDROOM</u>	
	<u>No. of Cases</u>	<u>Median</u>	<u>No. of Cases</u>	<u>Median</u>	<u>No. of Cases</u>	<u>Median</u>	<u>No. of Cases</u>	<u>Median</u>
City of Halifax	23	360	122	400	142	479	26	540
Peninsula Halifax	21	370	60	425	54	530	13	630
Mainland Halifax	2	335	62	377	88	460	13	517
Dartmouth	10	271	49	338	55	395	8	491
Rest of Halifax County	1	291	4	377	13	425	3	583
Total Halifax County	34	330	175	380	210	450	37	525

APARTMENTS AND FLATS - RANGE OF RENTS

	<u>Bachelor</u>	<u>1 - Bedroom</u>	<u>2 - Bedroom</u>	<u>3 - Bedroom</u>
City of Halifax	282 - 459	233 - 610	298 - 780	350 - 1,000
Peninsula Halifax	282 - 459	254 - 610	298 - 780	508 - 1,000
Mainland Halifax	330 - 340	233 - 480	328 - 620	350 - 675
Dartmouth	238 - 339	233 - 415	260 - 572	425 - 540
Rest of Halifax County	291 - 291	330 - 400	263 - 590	550 - 600
Total Halifax County	238 - 459	233 - 610	260 - 780	350 - 1,000

<u>HOUSES (unfurnished)</u>	<u>MEDIAN RENT</u>	<u>RANGE</u>	<u>NO. OF CASES</u>
City of Halifax	715	350 - 1,250	43
Peninsula Halifax	850	650 - 1,200	19
Mainland Halifax	662	350 - 1,250	24
Dartmouth	600	336 - 1,400	32
Rest of Halifax County	600	300 - 1,200	23
Total Halifax County	650	300 - 1,400	98

SOURCE: Compiled by City of Halifax Planning Department

The spread between minimum and maximum rents surveyed increases with the size of the unit. In Peninsula Halifax, bachelor apartments range \$177; one-bedrooms \$356; two-bedrooms \$482; and three-bedrooms \$492. On the other hand, Mainland apartments show a similar trend but with much lower ranges. Bachelor apartments on the Mainland show a range of \$10; one-bedrooms \$247; two-bedrooms \$292; and three-bedrooms \$325. Mainland apartments exhibit more price homogeneity than Peninsula apartments.

House rental prices are higher in Peninsula Halifax. The median house rent for the Peninsula is \$850 while other area figures are considerably lower: Mainland at \$662 and Dartmouth and the rest of Halifax County at \$600. Peninsula Halifax, unlike other types of rental accommodation shows a smaller range for house rental figures than other areas. The Peninsula's range is only \$550 compared to \$900-\$1000 for the other areas. However, the cheapest Peninsula house for rent according to the survey was \$650, at least \$300 more costly than the cheapest house rental on the Mainland. The Peninsula caters to a clientele that could afford more expensive house rental accommodation. Perhaps indicative of that is the number of houses for rent. Peninsula Halifax only had 19 for rent, while the Mainland had 24, Dartmouth 32 and the rest of Halifax County 23. The City of Halifax only accounted for 43% of the houses for rent according to the survey.

The 1981 census reported on average rent for the City of Halifax (see Exhibit III(7)). The overall average monthly rent for the City of Halifax in 1981 was reported to be \$314. Mainland North was the most expensive area in which to rent at \$354/month, followed by the Peninsula at \$307 and Mainland South at \$287. Family households generally pay more rent than non-family households except in Mainland South where the reverse is true. The two largest groups of renter households in the City are those which pay between \$200 and \$299/month (35 percent of renter households) and between \$300 and \$399/month (32 percent of renter households). In Mainland North and the Peninsula, the \$300 range group was predominant, while in Mainland South the \$200 range group was pre-eminent.

Vacancy Rates. Vacancy rates are not indicators of housing quality or affordability, but do give some indication of housing availability for renters. The vacancy rate for the Halifax metropolitan area in April, 1983 was 2.1% compared to a national average of 2.7%. (The optimum is considered to be 3.0% according to C.M.H.C.) (see Exhibit III(8)). All apartment structures of every structure size had low vacancy rates in 1981-1982. From 1972 to 1980 vacancy rates averaged 2.4%; vacancy rates for 1981-1982 average 1.0%. One reason for the worsening in the availability of rental accommodation is the slowdown in the construction of multiple unit buildings because of economic conditions, rent controls and the termination of federal government rental subsidy programs. However, a drop in interest rates recently from record highs in 1982 and the effects of the Canada Rental Supply Program may reduce the rental squeeze somewhat, evidenced by the slight improvement in April, 1983.

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EXHIBIT III(7): RENTER HOUSEHOLDS BY AVERAGE MONTHLY GROSS RENT,
CITY OF HALIFAX BY PLANNING AREA, 1981

	Peninsula	Mainland North	Mainland South	Total City
Less than \$100	1,105	85	85	1,280
\$100 - \$199	2,610	270	375	3,255
\$200 - \$299	5,310	1,860	2,000	9,175
\$300 - \$399	5,365	2,400	790	8,560
\$400 - \$499	1,915	525	130	2,575
\$500 - \$699	710	425	45	1,180
\$700 - \$999	135	30	-	170
\$1000 and over	145	40	25	210
TOTAL	17,300	5,645	3,455	26,400
Average Payment	\$307	\$354	\$287	\$314
- Family Households	\$332	\$372	\$287	\$334
- Non-Family Households	\$289	\$329	\$288	\$296

SOURCE: Statistics Canada, 1981 Census, Special Tabulation,
6428-P118446, 2B.

EXHIBIT III(8): VACANCY RATES IN APARTMENT STRUCTURES OF SIX UNITS AND OVER PRIVATELY INITIATED, HALIFAX METROPOLITAN AREA, 1971-1983 (Percent)

Structure Size - In Dwelling Units

Period	6 - 9	10-19	20-29	30-49	50-99	100-199	200+	Total	20+
1972 - June	7.1	4.9	4.6	4.0	3.0	5.6	**	4.8	3.8
- Dec.	2.9	1.9	0.7	0.5	1.1	3.0	**	1.7	1.1
1973 - June	2.9	1.8	3.6	2.4	3.4	1.8	**	2.5	2.7
- Dec.	3.3	3.2	1.3	1.0	2.0	1.9	0.3	2.3	1.5
1974 - June	3.4	3.7	2.2	1.4	2.3	3.2	0.6	2.7	2.0
- Dec.	2.8	4.3	0.8	2.0	1.5	1.3	0.6	2.3	1.3
1975 - Apr.	2.9	4.3	1.5	1.2	2.4	1.1	0.4	2.4	1.4
- Oct.	2.7	3.1	1.5	1.5	0.6	0.4	0.1	1.8	0.9
1976 - Apr.	3.2	3.2	1.7	1.2	2.3	1.1	0.2	2.3	1.5
- Oct.	0.6	2.5	1.9	1.0	1.8	0.4	0.0	1.4	1.2
1977 - Apr.	1.6	2.4	3.4	2.2	2.4	7.2	0.8	3.0	3.4
- Oct.	1.1	1.4	3.0	1.0	1.0	2.1	0.2	1.5	1.6
1978 - Apr.	2.0	1.8	3.7	2.4	2.3	2.6	0.8	2.3	2.5
- Oct.	2.3	2.2	3.9	2.5	2.0	1.2	0.1	2.2	2.1
1979 - Apr.	1.8	1.9	6.9	2.2	2.3	2.8	2.4	3.0	3.5
- Oct.	1.8	2.2	3.5	2.3	2.8	2.6	0.4	2.4	2.6
1980 - Apr.	1.3	3.2	3.6	2.8	2.2	1.7	3.6	2.6	2.6
- Oct.	1.1	1.7	2.1	1.3	0.7	0.4	1.6	1.2	1.1
1981 - Apr.	1.1	1.3	1.8	0.5	0.8	0.6	0.2	0.9	0.8
- Oct.	0.9	0.7	0.8	0.5	0.4	0.1	0.0	0.5	0.4
1982 - Apr.	0.5	1.2	0.9	1.4	0.8	0.8	0.3	0.9	0.9
- Oct.	0.8	0.6	0.6	0.9	0.5	0.7	0.0	0.6	0.6
1983 - Apr.	0.5	0.8	2.8	2.1	1.7	4.0	0.4	2.1	2.6

** Not Available

Source: CMHC, Vacancy Rate News Release, April, 1983.

Vacancy rates are very low in Peninsula South (0.7%) and Mainland South (0.6%) sections of Halifax, with slightly higher rates in Peninsula North (2.8%), Mainland North (3.6%) and Dartmouth (2.5%) (see Exhibit III(9)). (See Exhibit III(10) for map of vacancy rate areas).

While affordability for renters may have improved slightly over the decade 1970-1980, the problems experienced by those renters who have affordability difficulties are exacerbated by the extremely low vacancy rates. The lowest vacancy rates are for three or more bedroom units (0.6%), followed by one-bedroom units (2.0%), two-bedroom units (2.1%) and bachelor units (3.2%). This implies that low-income families may be facing the greatest housing availability crisis of all, but the plight of single and two-person households is at best, only marginally better (see Exhibit III(11)). The vacancy rate survey of April, 1983 surveyed 19,207 privately-built units and 3,915 public units for a total of 20,257 units in apartments of six units and over. This represents about 48 percent of rented units in the Halifax C.M.A. Only 433 vacancies were reported in April, 1983 in the entire Halifax C.M.A.

Shelter-to-Income Ratio

The shelter-to-income ratio is commonly used by housing and income analysts as a measure of housing affordability. A 25% ratio was in use for many years as the proportion of household income to be spent on housing. In recent years due to rising income and housing costs, the ratio is generally thought to be in the area of 30%. There are many limitations to using such a ratio. A fixed ratio does not take into consideration the fact that different households have different consumption requirements with regard to non-housing items. These vary according to age, household composition, income and location for example.² The ratio also fails to reflect the total magnitude of housing need as households often keep housing costs within reasonable limits by living in physically inadequate or crowded housing as an alternative to paying higher rent for adequate housing, thus underestimating housing need.³ The ratio can also overestimate housing need since it includes households which voluntarily decide to pay a high percentage of their incomes to obtain housing services above minimum standards.⁴ Other limitations mentioned by housing experts of the shelter-to-income ratio are that the ratio only takes account of costs before taxes, the ratio ignores capital gains from equity appreciation during inflationary periods, and the ratio relies on a concept of current, rather than permanent income.⁵ Despite these deficiencies, the shelter-to-income ratio is used as a barometer of housing affordability.

² Canada Mortgage and Housing Corp. and U.S. Department of Housing and Urban Development, Housing Affordability Problems and Housing Need in Canada and the United States: A Comparative Study, February, 1981. p. 8.

³ Ibid.

⁴ Ibid., p. 9.

⁵ Ibid.

EXHIBIT III(9): VACANCY RATES IN APARTMENT STRUCTURES OF SIX UNITS AND OVER PRIVATELY INITIATED, HALIFAX METROPOLITAN AREA, 1980-1983 (Percent)

Area	1980		1981		1982		1983
	Apr.	Oct.	Apr.	Oct.	Apr.	Oct.	Apr.
Halifax City:							
Halifax Peninsula S. - Zone 1	**	0.7	0.4	0.2	0.1	0.1	0.7
Halifax Peninsula N. - Zone 2	**	0.5	0.9	0.2	0.7	1.0	2.8
Halifax Mainland S. - Zone 3	**	2.2	2.4	1.2	0.9	1.0	0.6
Halifax Mainland N. - Zone 4	**	0.5	0.8	0.1	0.5	0.3	3.6
Sub-Total	2.1	0.8	0.8	0.3	0.4	0.5	2.0
Dartmouth City - Zone 5	4.0	2.4	1.3	1.0	2.2	1.1	2.5
Remainder of Metropolitan Area:							
Bedford Cole Harbour Area							
Peggy's Cove-Sambro							
Porter's Lake Area							
Sackville Junction							
St. Margaret's Bay Area - Zone 6	2.2	1.6	0.6	0.0	0.2	0.0	0.4
TOTAL METROPOLITAN AREA	2.6	1.2	0.9	0.5	0.9	0.6	2.1

** Not Available

Source: C.M.H.C., Vacancy Rates News Release, April, 1983.

Exhibit III (10)

**Data Collection Areas,
Vacancy Rate Survey,
City of Halifax,
April, 1983**

**Mainland
North**

Peninsula North

Peninsula South

**Mainland
South**

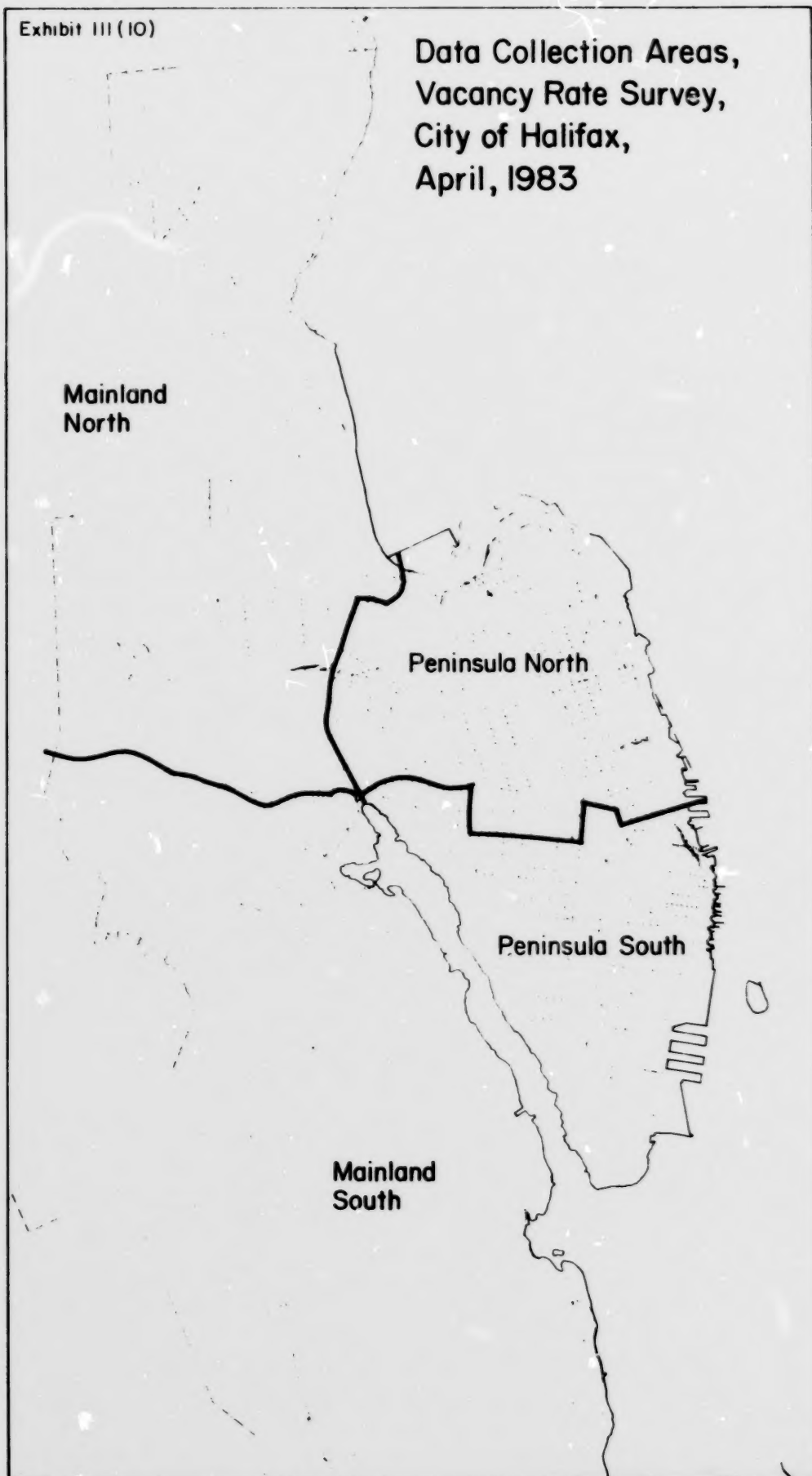


EXHIBIT III(11): VACANCY RATES IN APARTMENT STRUCTURES OF SIX UNITS AND OVER PRIVATELY INITIATED, BY NUMBER OF BEDROOMS, HALIFAX METROPOLITAN AREA, 1982-1983 (Percent)

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NUMBER OF BEDROOMS

Area	Bachelor 1982 1983 Apr. Oct. Apr.	One 1982 1983 Apr. Oct. Apr.	Two 1982 1983 Apr. Oct. Apr.	Three or More 1982 1983 Apr. Oct. Apr.	Total 1982 1983 Apr. Oct. Apr.
Halifax City					
Halifax					
Peninsula S. - Zone 1 Halifax	0.2 0.0 1.4	0.0 0.1 0.7	0.1 0.2 0.2	0.0 0.4 0.0	0.1 0.1 0.7
Peninsula N. - Zone 2 Halifax	1.0 2.9 9.8	0.4 0.5 1.4	0.9 1.0 2.6	0.0 0.0 0.9	0.7 1.0 2.8
Mainland S. - Zone 3 Halifax	5.9 0.0 0.0	0.9 1.7 1.1	0.8 0.6 0.0	0.7 0.0 0.7	0.9 1.0 0.6
Mainland N. - Zone 4	0.0 1.4 0.0	0.2 0.1 4.2	0.8 0.5 3.9	0.0 0.0 0.3	0.5 0.3 3.6
Sub-Total	0.4 0.7 3.1	0.2 0.4 1.8	0.6 0.6 2.1	0.1 0.1 0.4	0.4 0.5 2.0
Dartmouth City - Zone 5	3.2 2.7 3.7	3.1 0.9 2.8	1.3 1.2 2.3	0.0 0.5 1.0	2.2 1.1 2.5
Remainder of Metropolitan Area:					
Bedford					
Cole Harbour Area					
Peggy's Cove-Sambro					
Porter's Lake Area					
Sackville Junction					
St. Margaret's Bay Area	0.0 0.0 7.7	0.0 0.0 0.0	0.3 0.0 0.3	0.0 0.0 0.0	0.2 0.0 0.4
TOTAL METROPOLITAN AREA	0.7 0.9 3.2	1.1 0.5 2.0	0.8 0.7 2.1	0.1 0.2 0.6	0.9 0.6 2.1

** Not Available

Source: C.M.H.C., Vacancy Rates News Release, April, 1983.

The 1981 Census reported that 26 percent of the households in the City of Halifax spent in excess of 30 percent of their income on shelter (see Exhibit III(12)). The shelter costs are particularly defined in this case as gross rent or owner's major payments. Housing affordability appears to have worsened in the years between 1974 and 1981. In 1974, Canada Mortgage and Housing Corporation (C.M.H.C.) reported that 20 percent of households in the Halifax Census Metropolitan Area were spending in excess of 30 percent of their income on shelter.

Within the City of Halifax a higher percentage of households on the Peninsula and in Mainland South spend in excess of 30 percent of their income on shelter (28 percent in both areas). A slightly lower percentage of households in Mainland North spend in excess of 30 percent of their income on shelter (21 percent). Generally a higher percentage of non-family households spend more than 30 percent of their income on housing. Thirty-eight percent of non-family households spend more than the 30 percent figure, while only 19 percent of family households do so.

Owner-occupied households generally spend a lower percentage of their income on shelter than tenant households (see Exhibits III(13) and III(14)). In 1981, only 16 percent of owner-occupied households spent in excess of 30 percent of their income on shelter, while 33 percent of renter households did so. Data from the 1971 Census for owner-occupied households are not available, however a comparison of rent expenditure between 1971 and 1981 is possible.

Overall, the number of renter households spending in excess of 30 percent of their income on rent increased 69 percent between 1971 and 1981. Non-family households who rent and spend more than 30 percent of income on rent increased significantly (126 percent between 1971 and 1981). Proportionally more non-family households spend more than 30 percent of income on rent than family households (39 percent compared to 26 percent).

Tenant households with affordability problems (i.e., spend more than 30 percent of their income on housing) are increasing their percentage share of all tenant households. Between 1971 and 1981 such households increased from 27 to 33 percent of all tenant households in the City of Halifax. Affordability problems seem to be on the increase, at least for tenant households, both numerically and proportionately.

Housing Affordability in Halifax

In order to estimate the number of households which are experiencing affordability problems it is necessary to estimate what each household should be expending on housing at various income levels.

Two shelter-to-income ratios have been used in the analysis: 25 percent and 30 percent. The former figure is what has been traditionally accepted as a shelter-to-income ratio and the latter figure represents what is actually spent on housing in recent years (see Exhibit III(15)). As well, the percentage of the Halifax C.M.A.'s population earning that particular level of income is documented. A comparison of this table with Exhibit III(4), homeownership costs, and Exhibit III(6), rentals, will show what various households should be able to afford at various income levels. Exhibits III(16), (17), and (18) show the annual household incomes required for various accommodations in Halifax County based on 25 and 30 percent shelter-to-

EXHIBIT III(12): PRIVATE HOUSEHOLDS IN OWNER/TENANT OCCUPIED NON-FARM DWELLINGS BY TYPE OF HOUSEHOLD,
SHOWING OWNERS MAJOR PAYMENTS/GROSS RENT AS A PERCENTAGE OF 1980 HOUSEHOLD INCOME, CITY
OF HALIFAX BY PLANNING AREA, 1981

	Peninsula No.	%	Mainland North No.	%	Mainland South No.	%	Total City of Halifax No.	%
Total Households								
Less than 25%	16,745	62.6	7,045	69.7	4,410	63.5	28,195	64.4
25-29%	2,545	9.5	950	9.4	610	8.8	4,105	9.4
30-34%	1,560	5.8	510	5.0	390	5.6	2,455	5.6
35% and over	5,890	22.0	1,600	15.8	1,535	22.1	9,015	20.6
Total	26,730	100.0	10,105	100.0	6,940	100.0	43,780	100.0
Family Households								
Less than 25%	10,780	73.6	5,505	74.7	3,770	67.7	20,050	72.7
25-29%	1,085	7.4	605	8.2	470	8.4	2,160	7.8
30-34%	700	4.8	280	3.8	280	5.0	1,260	4.6
35% and over	2,095	14.3	970	13.2	1,055	18.9	4,125	14.9
Total	14,655	100.0	7,365	100.0	5,570	100.0	27,590	100.0
Non-Family Households								
Less than 25%	5,965	49.4	1,535	56.0	640	46.7	8,145	50.3
25-29%	1,460	12.1	345	12.6	140	10.2	1,950	12.0
30-34%	865	7.2	230	8.4	105	7.7	1,200	7.4
35% and over	3,790	31.4	630	23.0	480	35.0	4,895	30.2
Total	12,080	100.0	2,740	100.0	1,370	100.0	16,190	100.0

SOURCE: Statistics Canada, 1981 Census, Special Tabulation 6428 P1184224-2B.
Calculations by City of Halifax Planning Department.

EXHIBIT III(13): PRIVATE HOUSEHOLDS IN OWNER OCCUPIED NON-FARM DWELLINGS BY TYPE OF HOUSEHOLD,
SHOWING OWNERS MAJOR PAYMENTS AS A PERCENTAGE OF 1980 HOUSEHOLD INCOME, CITY
OF HALIFAX BY PLANNING AREA, 1981

	Peninsula No.	%	Mainland North No.	%	Mainland South No.	%	City of Halifax No.	Total %
Total Households								
Less than 25%	7,240	76.7	3,495	78.4	2,480	71.2	13,210	76.0
25-29%	655	6.9	350	7.8	320	9.2	1,325	7.6
30-34%	390	4.1	140	3.1	170	4.8	705	4.0
35% and over	1,150	12.2	470	10.5	525	15.0	2,150	12.4
Total	9,435	100.0	4,460	100.0	3,480	100.0	17,390	100.0
Family Households								
Less than 25%	5,995	80.7	3,240	79.9	2,260	73.8	11,490	79.1
25-29%	465	6.3	300	7.4	270	8.8	1,025	7.1
30-34%	270	3.6	105	2.6	135	4.4	515	3.5
35% and over	695	9.4	410	10.1	400	13.0	1,495	10.3
Total	7,425	100.0	4,055	100.0	3,060	100.0	14,535	100.0
Non-Family Households								
Less than 25%	1,245	61.6	260	63.4	210	50.0	1,715	60.3
25-29%	190	9.4	50	12.2	50	11.9	295	10.3
30-34%	120	5.9	30	7.3	40	9.5	190	6.6
35% and over	465	23.0	70	17.1	120	28.6	650	22.8
Total	2,010	100.0	405	100.0	425	100.0	2,840	100.0

SOURCE: Statistics Canada, 1981 Census, Special Tabulation 6428 P1184224-2B.
Calculations by City of Halifax Planning Department.

EXHIBIT III(14): PRIVATE HOUSEHOLDS IN TENANT-OCCUPIED DWELLINGS BY TYPE OF HOUSEHOLD
SHOWING GROSS RENT AS A PERCENTAGE OF 1970 AND 1980 HOUSEHOLD INCOME,
CITY OF HALIFAX BY PLANNING AREA, 1971-1981

	Peninsula		Mainland North		Mainland South		City of Halifax		Total
	1971	1981 % Change	1971	1981 % Change	1971	1981 % Change	1971	1981 % Change	
<u>Households</u>									
Less than 25%	8,795	9,505 8.1	1,910	3,545 85.6	1,260	1,940 53.9	11,965	14,990 25.3	
25-29%	1,500	1,890 26.0	360	600 66.7	255	290 13.7	2,105	2,785 32.3	
30-34%	890	1,170 31.5	155	375 141.9	125	220 76.0	1,170	1,755 50.0	
35% and over	3,075	4,725 53.6	445	1,125 152.8	425	1,015 138.8	3,945	6,870 74.1	
Total	14,265	17,295 21.2	2,865	5,645 97.0	2,055	3,460 68.4	19,195	26,405 37.6	
<u>Family Households</u>									
Less than 25%	6,410	4,785 -25.3	1,665	2,270 36.3	1,115	1,510 35.4	9,185	8,560 - 6.8	
25-29%	960	620 -35.4	295	310 5.1	240	200 -16.7	1,495	1,130 -24.4	
30-34%	490	430 -12.2	135	170 25.9	110	145 31.8	730	745 2.1	
35% and over	1,415	1,405 - 0.7	315	555 76.2	325	660 103.1	2,055	2,625 27.7	
Total	9,285	7,235 -22.1	2,405	3,310 37.6	1,790	2,515 40.5	13,480	13,055 - 3.1	
<u>Non-Family Households</u>									
Less than 25%	2,340	4,720 97.5	240	1,270 429.2	145	435 200.0	2,770	6,435 132.3	
25-29%	530	1,270 139.6	60	295 391.7	15	90 500.0	610	1,655 171.3	
30-34%	400	745 86.2	20	200 900.0	15	70 366.7	435	1,010 132.2	
35% and over	1,670	3,335 99.7	130	565 334.6	100	350 250.0	1,895	4,250 124.3	
Total	4,980	10,065 102.1	460	2,335 407.6	270	945 250.0	5,715	13,345 133.5	

SOURCE: Statistics Canada, 1971 and 1981 Census, Special Tabulation: 6428 P118423-2B (1971);

6428 P118224-2B (1981).

Calculations by City of Halifax Planning Department.

EXHIBIT III(15): EXPECTED MONTHLY HOUSING EXPENDITURE, HALIFAX C.M.A., 1981

ANNUAL HOUSEHOLD INCOME	% OF HOUSEHOLDS IN HALIFAX EARNING IN EXCESS OF INCOME LEVEL	MONTHLY HOUSING EXPENDITURE BASED ON SHELTER-TO-INCOME RATIO	
		<u>25%</u>	<u>30%</u>
\$ 5,000	94.0	\$104.17	\$125.00
\$ 9,000	82.0	\$187.50	\$225.00
\$12,000	70.5	\$250.00	\$300.00
\$15,000	59.5	\$312.50	\$375.00
\$18,000	48.5	\$375.00	\$450.00
\$20,000	44.5	\$416.67	\$500.00
\$25,000	32.0	\$520.83	\$625.00
\$30,000	24.0	\$625.00	\$750.00
\$35,000	16.0	\$729.17	\$875.00

SOURCE: Population percentages courtesy of Statistics and Research Division,
Nova Scotia Department of Development.

EXHIBIT III(16): ANNUAL HOUSEHOLD INCOMES REQUIRED TO AFFORD RENTAL ACCOMMODATION AT A 25 PERCENT SHELTER-TO-INCOME RATIO, HALIFAX COUNTY, 1983

LOCATION

TYPE OF ACCOMMODATION

	Furnished Room	Bachelor	1-Bedroom	2-Bedroom	3-Bedroom	House
Based on Median Rent						
Halifax	11,520	17,280	19,200	22,992	25,920	34,320
Peninsula	11,520	17,760	20,400	25,440	30,240	40,800
Mainland	11,520	16,080	18,096	22,080	24,816	31,776
Dartmouth	11,760	13,008	16,224	18,960	23,568	28,800
Rest of Halifax County	11,520	13,968	18,240	20,400	27,984	28,800
Based on Range of Rents						
Halifax	6,912-21,600	13,536-22,032	11,184-29,280	14,304-37,440	16,800-48,000	16,800-60,000
Peninsula	6,912-19,200	13,536-22,032	12,192-29,280	14,304-37,440	24,384-48,000	31,200-57,600
Mainland	9,600-21,600	15,840-16,320	11,184-23,040	15,744-29,760	16,800-32,400	16,800-60,000
Dartmouth	8,640-14,400	11,424-16,272	11,184-19,920	12,480-27,456	20,400-25,920	16,128-67,200
Rest of Halifax County	11,520	13,968	15,840-19,200	12,624-28,320	26,400-28,800	14,400-57,600

SOURCE: City of Halifax Planning Department, 1983.

EXHIBIT III(17): ANNUAL HOUSEHOLD INCOMES REQUIRED TO AFFORD RENTAL ACCOMMODATION AT A 30 PERCENT SHELTER-TO-INCOME RATIO, HALIFAX COUNTY, 1983

LOCATION	TYPE OF ACCOMMODATION					
	Furnished Room	Bachelor	1-Bedroom	2-Bedroom	3-Bedroom	House
<u>Based on Median Rent</u>						
Halifax	9,600	14,400	16,000	19,160	21,600	28,600
Peninsula	9,600	14,800	17,000	21,200	25,200	34,000
Mainland	9,600	13,400	15,080	18,400	20,680	26,480
Dartmouth	9,800	10,840	13,520	15,800	19,640	24,000
Rest of Halifax County	9,600	11,640	15,080	17,000	23,320	24,000
<u>Based on Range of Rents</u>						
Halifax	5,760-18,000	11,280-18,360	9,320-24,400	11,920-31,200	14,000-40,000	14,000-50,000
Peninsula	5,760-16,000	11,280-18,360	10,160-24,400	11,920-31,200	20,320-40,000	26,000-48,000
Mainland	8,000-18,000	13,200-13,600	9,320-19,200	13,120-24,800	14,000-27,000	14,000-50,000
Dartmouth	7,200-11,000	9,520-13,560	9,320-16,600	10,400-22,880	17,000-21,600	13,440-56,000
Rest of Halifax County	9,600	11,640	13,200-16,000	10,520-23,600	22,000-24,000	12,000-48,000

SOURCE: City of Halifax Planning Department, 1983.

EXHIBIT III(18): ANNUAL HOUSEHOLD INCOMES REQUIRED TO AFFORD OWNERSHIP HOUSING BASED ON MONTHLY PRINCIPAL AND INTEREST PAYMENTS, HALIFAX COUNTY, 1979-1982

Year	Median MLS House Price	Monthly Payments (Principal & Interest)	Annual Household Income Required At Various Shelter-To-Income Ratios 25%	30%
1979	48,500	459.09	22,036	18,364
1980	49,000	541.68	26,001	21,667
1981	61,000	839.66	40,304	33,586
1982	61,000	826.49	39,672	33,060

SOURCE: City of Halifax Planning Department, 1983.

Based on a 25 percent shelter-to-income ratio, the following types of shelter may be affordable to households:

Income Level	Affordable (Based on Median Rent)	May be Affordable (Based on Range of Rents)
\$5,000	- Nothing	- Nothing
\$9,000	- Nothing	- Furnished Room - Peninsula & Dartmouth
\$12,000	- Furnished Room - all locations	- Bachelor Apt. - Dartmouth - One-Bedroom Apt. - Mainland and Dartmouth
\$15,000	- Bachelor Apt. - Dartmouth & County	- Bachelor Apt. - Peninsula and County - One-bedroom Apt. - Peninsula - Two-bedroom Apt. - Peninsula, Dartmouth and County
\$18,000	- Bachelor Apt. - Halifax - One-bedroom Apt. - Dartmouth	- One-bedroom Apt. - County - Two-bedroom Apt. - Mainland - Three-bedroom Apt. - Mainland - House - Mainland, Dartmouth, and County
\$20,000	- One-bedroom Apt. - Mainland & County - Two-bedroom Apt. - Dartmouth	
\$25,000	- One-bedroom Apt. - Peninsula - Two-bedroom Apt. - Mainland and County - Three-bedroom Apt. - Mainland & Dartmouth	- Three-bedroom Apt. - Peninsula and Dartmouth
\$30,000	- Two-bedroom Apt. - Peninsula - Three-bedroom Apt. - Mainland and County - House - Dartmouth and County	- Three-bedroom Apt. - County
\$35,000	- Three-bedroom Apt. Peninsula - House - Mainland - House - Peninsula	- House - Peninsula

Based on a 30 percent shelter-to-income ratio, the following types of shelter may be affordable to households:

Income Level	Affordable (Based on Median Rent)	May be Affordable (Based on Range of Rents)
\$ 5,000	- Nothing	- Nothing
\$ 9,000	- Nothing	- Furnished Room - Halifax and Dartmouth
\$12,000	- Furnished Room - all locations - Bachelor Apt. - Dartmouth	- Bachelor Apt. - Dartmouth, Peninsula, and County - One-bedroom Apt. - Halifax and Dartmouth - Two-bedroom Apt. - Halifax and County
\$15,000	- One-bedroom Apt.- Dartmouth	- Bachelor Apt. - Mainland - One-bedroom Apt. - County - Two-bedroom Apt. - All districts - Three-bedroom Apt. - Mainland - House - Mainland, Dartmouth and County - Three-bedroom Apt. - Dartmouth
\$18,000	- One-bedroom Apt. - all locations - Two-bedroom Apt. - Dartmouth and County	
\$20,000	- Two-bedroom Apt. - Mainland - Three-bedroom Apt. - Dartmouth	
\$25,000	- Two-bedroom Apt. - Peninsula - Three-bedroom Apt. - Mainland and County - House - Dartmouth and County	- Three-bedroom Apt. - Peninsula & County
\$30,000	- Three-bedroom Apt. - Peninsula - House - Mainland	- House - Peninsula
\$35,000	- House - Peninsula	- All accommodations

Annual household incomes needed to own a house increased between 1979 and 1981. Based on a 25 percent shelter-to-income ratio, household incomes necessary for homeownership rose from \$22,000 annually in 1977 to over \$40,000 in 1982. There was a slight drop to just under \$40,000 in 1982. Income statistics released in 1981 by the N.S. Department of Development indicate that somewhere less than 16 percent of households in the Halifax CMA could afford to pay for a house priced at \$61,000, down from approximately 40 percent of households who could afford a house at the 1979 median price of \$48,500.

HOUSING INITIATIVES STUDY

CHAPTER IV

HOUSING PROGRAMS

HOUSING PROGRAMS

There are numerous government programs at work influencing the distribution of housing, housing form and tenure and housing affordability. All three levels of government - federal, provincial and municipal, as well as some service groups aim to provide housing units or facilitate the search for housing.

This section will outline various housing programs presently operating in the City of Halifax and measure the impact of each program by the number of units affected.

Federal programs include: Non-profit, Co-operative, Neighbourhood Improvement, Residential Rehabilitation Assistance, Homeownership Stimulation, Home Renovation, Rental Supply, Mortgage Renewal, Lease-Purchase Programs, Home Insulation, Assisted Home Ownership, Assisted Rental, Limited Dividend, Rural and Native Housing and the Multiple Unit Residential Building programs.

Provincial programs include: Senior Citizens Assistance, Provincial Housing Emergency Repair, Small Loans Assistance, Access-a-Home, Apartment Conversion, Home Insulation, Self-Help, New Home Mortgage, Public Housing Family Units and Public Housing Senior Citizen Units.

Federal programs seem to be the most prominent in the City of Halifax in terms of number of units assisted. However, other government levels are involved in federal programs. For example, municipalities assist in the formation of non-profit and co-operative groups. Also the federal contribution in the City of Halifax is diminished because some of the 25,000 insulation grants may have been for minor repairs and most of the Assisted Home Ownership Program (A.H.O.P.) loans were for residences in the County of Halifax on N.S. Department of Housing-developed lots. As well, there is a degree of double-counting at all levels of government as Multiple Unit Residential Buildings (M.U.R.B.) certificates may have been given to buildings assisted under the Assisted Rental Program (A.R.P.) and Municipal Incentive Grants scheme.

Following is a summary of units affected by various government programs (some units may receive more than one loan, grant or other form of assistance):

Federal:	2,192 units (204 under construction)
	25,000 home insulation grants
	5,273 A.H.O.P., A.R.P., Limited Dividend and
	Municipal Incentive Grants (4,677 outside City)
	8,000 M.U.R.B. units
Provincial:	671 units
	2,437 public housing units
	2,337 home insulation grants
	(6,424 units under Land Development Program
	in County of Halifax)
Municipal:	nil (Municipal contributions are generally in the
	area of administration and in conjunction with
	federal and provincial programs)
Private:	2,012 + 3,823 university

Federal Housing Programs

Non-profit Housing Program: The Non-profit Housing Program is administered by C.M.H.C. under authority of Section 15.1 of the National Housing Act. Loans are made to private or municipal corporations primarily dedicated to the task of providing rental housing, through motives other than profit, for lower income groups, senior citizens and others with special needs. Dwelling units provided are usually single- or multiple-family housing, hostel accommodation, care facilities or group homes. The program is designed for tenants with a range of incomes, without concentration in either high- or low-income groups.

To date, the City of Halifax has, through the Halifax Non-profit Housing Corporation (incorporated 1979), renovated 20 buildings for a total of 70 units. Of these 70 units, 5 were single-family units and 65 were multiple-family units. The City of Halifax has also assisted the private Brunswick Non-profit Housing group in adding 16 more units in 5 buildings. Currently there are 36 more non-profit units under construction in the City of Halifax.

Co-operative Housing: The Co-operative Housing Program is administered by C.M.H.C. under authority of Section 34.18 of the National Housing Act. The program assists in the funding and operation of modest housing for households of low to moderate income. Housing co-operatives are organized to meet the needs of families, senior citizens or the disabled. The group must be incorporated as a non-profit housing co-operative under provincial law. Tenants have a range of incomes to avoid a low- or high-income concentration.

To date, almost 40 co-op units have been built in Halifax. The Jim McDonald Co-op has completed 30 units while H.I.L. (Home for Independent Living) (incorporated 1980), has established 8 bedrooms for independent living under the Non-profit Program. In the near future, a second H.I.L. Home will add 8 more units and two co-op groups will add 20 units each of new construction in 1983. Three more co-op groups are presently in the process of forming.

Neighbourhood Improvement Program: The Neighbourhood Improvement Program (N.I.P.) is a federal program cost-shared by the three levels of government under authority of Section 27.5 of the National Housing Act. The program, currently winding down, is an urban revitalization program designed to provide resources to residents of selected areas in order to improve their neighbourhoods. While a program for the establishment or improvement of public infrastructure, areas that have received N.I.P. monies have seen residential improvements as well. N.I.P. funds have been used for such projects as sidewalk renewals, boulevard landscaping and renovations to existing social and recreational facilities or the provision of new ones.

IV-3

The three N.I.P. revitalization areas in Halifax are: N.I.P. I which is bounded by Cogswell, Agricola, North and Barrington streets designated in 1974; N.I.P. II, the Old South End area designated in 1976; and N.I.P. III which is bounded by Robie, Russell, Gottingen and North streets designated in 1977.

There are two levels of federal assistance during the implementation phase. For projects defined as social/recreational the cost-sharing arrangement is 50 percent federal, 15 percent provincial and 35 percent municipal. This category includes the acquisition of land for social housing, the provision of neighbourhood facilities such as community centres, parks, playgrounds and landscaping, as well as the costs of administration. For the improvement of municipal services and public utility services, the federal government contributes 25 percent of project costs, the province 7.5 percent and the municipality provides the remaining 67.5 percent. Other negotiated arrangements apply to those projects which are designed for use by a wider population than the N.I.P. neighbourhood.

Funds for the program are committed on a block basis to each N.I.P. area. These funds are available throughout the implementation period for the realization of approved projects. The expiry date for implementation of all three N.I.P. areas was December 31, 1982. At that time, funds which were not committed to in-progress project implementation reverted to the respective contributing level of government.

Projects completed in the N.I.P. areas are as follows:

N.I.P. I

Gerrish Street Cultural Centre
Sidewalk Renewals West Street from Agricola to Maynard
Cunard Street Community Building
Infill Housing
Creighton Street Community Garden
Creighton Street Multi-purpose Court
Joseph Howe School Grounds

Total contributions to June, 1982	- Federal	\$1,000,000
	- Provincial	300,000
	- Municipal	<u>1,300,000</u>
	Total	\$2,600,000

N.I.P. II

Sidewalk Renewals and Boulevard Landscaping
Daycare Centre and Senior Citizen's Facility
Green Street Village Centre
Cornwallis Park Playground
YWCA Grounds Improvements

Total Contributions to June, 1982	- Federal	\$ 870,000
	- Provincial	261,000
	- Municipal	<u>1,095,000</u>
	Total	\$2,226,000

N.I.P. III

Bloomfield School Community Ground
 Fuller Terrace and Ontario Street
 Corner Park and Playground
 Sidewalk Renewals
 St. Mark's Church Playground
 Boulevard Landscaping

Total Contributions to June, 1982 - Federal	\$ 610,000
Provincial	183,000
Municipal	<u>768,000</u>
	\$1,561,000

Residential Rehabilitation Assistance Program. The Residential Rehabilitation Assistance Program (R.R.A.P.) is administered by C.M.H.C. under authority of Section 34.1 of the National Housing Act. Individual municipalities act as delivery agents. The program offers forgivable loans (not to be repaid under certain conditions) and repayable loans for home repairs. A major aim is the revitalization of neighbourhoods through concentrated R.R.A.P. delivery with top priority given to N.I.P. areas. Specially designated areas can also receive R.R.A.P. funds: three such areas in Halifax are Kline Heights, Halifax North and Central Spryfield.

Over \$3,000,000 in loans have been distributed in Halifax since 1978, assisting over 1,000 units, of which 69 percent were rental units. R.R.A.P. has had an impact on renovation in the City of Halifax (assisting almost 3 percent of private occupied dwellings in the City) (see Exhibit IV(1)).

Canadian Homeownership Stimulation Plan (C.H.O.S.P.) (Section 34.15 of N.H.A.) which offers forgivable loans of \$3,000 to purchasers of new houses and to first-time homebuyers of existing houses. Approximately 6,300 Nova Scotians have received grants in 1982-1983. The Plan has exhausted its fund with about 1,000 outstanding applications. About 175 City of Halifax residents have received grants since C.H.O.S.P. started.

Canada Home Renovation Plan (C.H.R.P.) (Section 34.1 of N.H.A.) offers homeowners forgivable loans of 30 percent of the cost of home renovation up to a maximum of \$3,000. Increasing household income results in a lower forgivable loan. In 1982, approximately 3,360 houses in Nova Scotia have been given grants totalling over \$5.5 million. Between 500 and 600 Halifax residents have received C.H.R.P. loans since the program started.

EXHIBIT IV(1): R.R.A.P. ACTIVITY IN HALIFAX, 1975-1982

	TOTAL LOANS APPROVED	HOMEOWNER	RENTAL	TOTAL DOLLAR VALUE APPROVED	HOMEOWNER	RENTAL
N.I.P. I (1975-82)	326	98	228	1,215,414	454,048	761,366
N.I.P. II (1978-82)	448	42	406	924,239	185,140	739,099
N.I.P. III (1978-82)	178	67	111	393,504	205,627	187,877
Kline Heights (1979-82)	52	47	5	156,412	145,662	10,750
Halifax North (1979-82)	76	42	34	205,271	138,996	66,275
Central Spryfield (1979-82)	99	71	28	264,499	228,374	36,125
City of Halifax Total	1,179	367	812	3,159,339	1,357,847	1,801,492

SOURCE: City of Halifax, R.R.A.P. Office, 1983.

Canada Rental Supply Plan (C.R.S.P.) (Section 14.1 of N.H.A.) offers interest-free loans to those constructing new rental accommodation. There have been 5 loans issued to developers in Halifax-Dartmouth since the Plan was announced in 1981 for an addition of 164 rental units. C.R.S.P. loans have accounted for 155 units in the City of Halifax, with plans for 120 more units in the near future.

Canada Mortgage Renewal Plan (C.M.R.P.) (Section 34.4 of N.H.A.) offers grants of up to \$3,000 to homeowners that have to spend more than 30 percent of their gross income on mortgage renewal. Only about 5 grants have been issued to Halifax residents.

Canadian Home Insulation Program (C.H.I.P.) replaced earlier home insulation endeavours. About 25,000 units in Halifax have been assisted by all federally-assisted home insulation programs.

Lease Purchase Housing Program. The Lease Purchase Housing Program began in 1980 to assist low- and middle- income families to acquire homes of their own. Participants may purchase the unit within the first nine years of occupancy if they have made \$1,500 worth of improvements to the unit. Occupants pay 25 percent of income as rent and are responsible for capital replacement, insurance and taxes. Approximately 4 units have been assisted in the City of Halifax.

Rural and Native Housing Program. This program has assisted approximately 50 units since 1975, all in Halifax County rural areas (cost-shared with the N.S. Department of Housing). No units have been assisted in the City of Halifax.

Past federal government housing programs no longer in operation have had an impact on housing and its distribution in the Halifax area:

Assisted Home Ownership Program (A.H.O.P.) (Section 34.15 of N.H.A.) allowed participants to defer part of their mortgage payments for a number of years on the assumption that their real incomes would be rising. Part of the loan was also forgivable. A total of 2,759 units were purchased under the program between 1973 and 1978. Of these, 94 percent were new dwellings. The ending of A.H.O.P. coincides with a general decline in the total number of housing starts and in the number of N.S. Department of Housing lots sold. Approximately 81 percent of A.H.O.P. assisted units were located in Halifax County and only 12 percent in the City of Halifax (see Exhibit IV(2)).

Limited Dividend and Assisted Rental Program. The Limited Dividend (Entrepreneurs) Program was enacted to provide adequate and affordable family housing units for those families of the lower income limits whose requirements were not being met in the market place. Ninety-five percent financing at very favourable interest rates was provided to persons willing to construct family housing units with controlled rents. The program operated between 1970 and 1975 under the authority of Section 15 of the National Housing Act. The program terminated in 1975 due to rapid escalation of costs making the construction of viable projects impossible. Under this program, 15 projects totalling 1,730

Exhibit IV(2): RESULTS OF PAST FEDERAL GOVERNMENT HOUSING PROGRAMS
IN HALIFAX COUNTY (A.H.O.P., A.R.P., and Limited
Dividend), 1970-1978

	Halifax	Dartmouth	Halifax County	Total
A.H.O.P.				
1973	214	3	22	239
1974	78	58	192	328
1975	24	19	297	340
1976	6	74	517	597
1977	1	14	716	731
1978	14	14	495	523
TOTAL	337	182	2,239	2,758
LIMITED DIVIDEND AND A.R.P.				
1970	258	258	-	534
1971	192	64	118	374
1972	348	-	193	541
1973	172	-	-	172
1974	-	-	-	-
1975	715	120	-	835
1976	199	-	-	199
1977	2,132	251	40	2,423
1978	-	-	-	-
TOTAL	4,016	711	351	5,078

SOURCE: Study H-1, Housing Activity in the Region 1970-1980, Housing Task Force, Halifax-Dartmouth Regional Development Plan Review, 1981.

family housing units in the form of rowhousing, low-rise and high-rise apartments were constructed in the City of Halifax. Of these 15 projects, 14 continue to operate under the program.

The Assisted Rental Program (A.R.P.) operated from 1975 to 1978 under Section 14.1 of the National Housing Act. A direct subsidy was paid to the owners of new apartment buildings to help make up the difference between the market rents being charged and the full cost of financing and operating the building. The City of Halifax had been the centre of activity of these program, accounting for 79 percent of all units assisted (see Exhibit IV(2)).

Multiple Unit Residential Building Program. The Multiple Unit Residential Building (M.U.R.B.) program was operated by Revenue Canada between 1974-79 and 1980-81. The program attempted to stimulate the production of new rental housing units by enticing individuals to invest in rental properties to obtain tax savings. Approximately 300 M.U.R.B. certificates were issued for a total of around 8,000 units. However, not all units would actually be converted to M.U.R.B. units as certificates were obtained by real estate developers in case a rental building was ever sold to private investors.

Home Insulation Program (Department of Energy, Mines and Resources). Operation began in 1977. Replaced by Canada Home Insulation Program in 1982 (168,933 grants issued in Nova Scotia up to 1981).

Municipal Incentive Grants (C.M.H.C.) Operated from 1975 to 1978 encouraging municipalities to develop more land for modest size housing units at medium or high density and generally encouraging the economic use of land. A total of 2,114 grants were issued in Halifax County for a total of \$2.1 million (44 percent spent in the City of Halifax, 17 percent in Dartmouth and 39 percent in the County of Halifax). About 920 units were affected by the program in the City of Halifax.

Sewage Treatment Program (C.M.H.C.) Operated from 1961 to 1978 providing assistance to municipalities for the provision of water and sewer facilities. Since 1975, approximately \$10.5 million in loans have been provided for sanitary sewers, storm sewers and water lines; 25 percent of this amount was forgivable (73 percent of loans were made to the City of Halifax, 12 percent to Dartmouth and 15 percent to the County of Halifax).

Community Services Contribution Program (C.M.H.C. and Department of Municipal Affairs). Operated in 1979-80 to provide assistance to municipalities for the provision of water and sewer facilities, neighbourhood improvement and social and recreation facilities. Projects included the Dartmouth Ferry Terminal and sidewalk renewals. C.M.H.C. contributed \$4.2 million and Nova Scotia \$2.1 million. The City of Halifax received 34 percent of the funds, Dartmouth 30 percent and Halifax County 36 percent.

Provincial Housing Programs

Following is a brief description of each housing-related program administered by the Province of Nova Scotia.

Land Development Program. The Land Development Program is the one program that has had the most dramatic effect on the distribution of housing in Halifax County. The program, administered by the Nova Scotia Department of Housing was intended to increase the supply of serviced land and to create new communities to meet housing needs. The Department of Housing purchases land, prepares a master plan, obtains municipal approvals, puts in roads and services and sells lots to individuals or to developers.

Two land assemblies have had tremendous impacts in Halifax County: Forest Hills in the Cole Harbour - Westphal area and Sackville Lakes-Millwood in the Lower and Middle Sackville vicinities. Department of Housing lands in Halifax County cover 1,974 hectares, 30 percent the size of the City of Halifax. Sackville Lakes -Millwood covers 541 hectares; Forest Hills 300 hectares; with the other 1,132 hectares held in reserve in Sackville, Spryfield and Bedford.

Development began in Sackville in 1970 and Cole Harbour in 1974. Department of Housing land assemblies in Sackville and Cole Harbour have accounted for 6 percent of Halifax County's occupied private dwellings, and 20 percent of the Municipality of the County of Halifax's occupied private dwellings. Units developed through the Department of Housing's land assembly program accounted for approximately 23 percent of all housing starts between 1971 and 1982 in the Halifax C.M.A. (see Exhibit IV(3)).

It may be reasonably assumed that the activities of the Department of Housing have had an impact on the cost of lots in Halifax County by subsidizing land development and increasing the total supply of land. It should also be noted that the Department's activity in both setting maximum house prices and providing lots under the A.H.O.P. program in association with C.M.H.C. had an impact on the housing market in the Municipality of the County of Halifax. The Department's activities have aided the suburbanization trend in Halifax County.

Bulk Lot Sales Program. In association with the Land Development Program, this program is intended to increase lot sales and encourage lot purchasers to proceed with building as quickly as possible. The program offers a 10 percent discount on lot prices and is offered on bulk lot purchases of from 3 to 50 lots in Department of Housing land assemblies. Only about 200 lots have been involved in this program, mostly in the Forest Hills land assembly.

EXHIBIT IV(3): NOVA SCOTIA DEPARTMENT OF HOUSING LAND ASSEMBLY
ACTIVITIES, HALIFAX COUNTY, 1983

	<u>Sackville Lakes</u>	<u>Forest Hills</u>	<u>Millwood</u>	<u>Total</u>
	(First Lake)		Phase I (1983-85)	
Present Total	3,632	2,484	308	6,424
Single Family	2,610	1,549	(308	5,601
Semi-Detached	582	552	(	
Townhouse	111	224	-	335
Multiple Family	329	-	-	329
Apartment	-	159	-	159
To be Developed				
In Future: Total	(Second Lake)	4,816	1,696	6,512
	No unit count			
Single Family	available as	(3,171	723	(4,240
Semi-Detached	negotiations	(	346	(
Townhouse	continue on	165	145	310
Multiple	servicing. Approx.			
Family	10,000 people to	518		518
Apartment	be housed.	962	482	1,444

SOURCE: Nova Scotia Department of Housing, 1983.

Self-Help Housing Program. The Self-Help Housing Program began operation in 1975 to assist families in constructing their own home or in purchasing or renovating an existing unit. Recipients receive lower mortgage interest rates. Eligibility requirements include a family income of less than \$30,000 annually, housing indebtedness must not exceed 27 percent of gross income and the dwelling must be a modestly sized, existing or new single-family unit. Approximately 86 units have been assisted in the City of Halifax under the Self-Help Program.

New Home Mortgage Program. The New Home Mortgage Program operated in 1982 only and attempted to relieve the burden of high mortgage interest rates for new homebuyers and to stimulate the building industry by making funds available for the construction of single-family dwellings. The program had similar eligibility requirements as the Self-Help Housing Program. Interest rates were fixed at between 11 and 15 percent over the life of the mortgage. Only 2 loans were made to residents in the City of Halifax.

Public Housing. The Department of Housing in conjunction with C.M.H.C. and the City of Halifax attempts to provide suitable rental accommodation for families and senior citizens, who because of their low income cannot obtain adequate housing. Public housing projects are outlined in Municipal Housing Programs.

Access-a-Home Program. This program attempts to assist persons or family members whose mobility is limited to wheelchairs. Only 11 grants have been issued under this program in the City of Halifax to date.

Senior Citizen's Assistance Program. This program began in 1979 and attempts to assist senior citizens wishing to remain in their own homes but who cannot afford to carry out repairs. Approximately 262 grants have been made to residents of the City of Halifax since the program's inception.

Provincial Housing Emergency Repair Program. This program began in 1977 and attempts to provide assistance to those persons on low incomes who cannot afford to carry out the emergency repairs required to ensure the preservation of their home as a habitable unit. About 291 loans have been made to City of Halifax residents.

Canada-Nova Scotia Home Insulation Program (Department of Energy Mines and Resources in association with Department of Housing). Operation began in 1977. There have been 2,337 units assisted in the City of Halifax up to March, 1983.

Small Loans Assistance Program. This program began in 1979 to provide low-interest loans for repairs, alterations or additions to single-family homes, for the completion of a single-family home and for the conversion of a portion of larger single-family homes into 2 self-contained apartment units. Nineteen loans have been made to residents of the City of Halifax.

Two programs that have significant impacts on housing but do not directly provide assistance for housing construction or renovation are the Rent Review Commission's activities and the Property Tax Rebate program.

Rent Review Commission. The Commission was established in December, 1975 to review all rent increases in excess of a predetermined established percentage to determine if increased costs or expenses justify the amount of the rent increase. Rent review has been often criticized by landlords and developers as the primary cause of the financial unattractiveness of constructing and operating rental accommodation. A provincial government commission has recently completed a report on the future of rent review in Nova Scotia.

All units built before 1981 must be registered with the Commission. There is a three-year lag during which time new units are not under rent review controls. For example, at the end of 1984, units built in 1982 will become subject to rent review. Each year an allowable percentage rent increase is established. These have been as follows:

1976	8 percent
1977	6 percent
1978	6 percent
1979	4 percent
1980	4 percent
1981	4 percent
1982	4 percent
1983	6 percent

The Commission must be notified of any rent increase two months before it becomes effective. Rent increases in excess of the allowable percentage are reviewed and may be approved if justified in light of increased expenses. The landlord may be ordered by the Commission to increase the rent by a lesser amount.

Following are the total number of applications for rent increases by landlords with the percentage of applications over the established guideline:

	<u>Total Applications</u>	<u>% of Applications Over Guideline</u>
1976	23,019	40
1977	25,031	33
1978	26,850	21
1979	28,122	35
1980	30,382	45
1981	31,553	62
1982	36,089	79
1983	27,725 (to Dec.31/82)	70

There is an increasing number of applications for rent increases, of which there is an increasing percentage for more than the maximum percentage increase guideline. The financial situation of landlords is claimed to be difficult, but to what extent it deters construction of new rental units cannot be known because of other factors mitigating against all types of construction such as high interest rates in the recent past.

Property Tax Rebates. Property tax rebates for senior citizens are administered by the N.S. Department of Social Services. The rebate program began in 1980. The aim of the program is to assist senior citizens wishing to remain in their own homes by giving a 50 percent rebate on residential property taxes to recipients of the Guaranteed Income Supplement or Spouse's Allowance who pay residential property tax on a principal residence in Nova Scotia. Since the program began, approximately 200,000 rebates have been allowed, of which approximately 8,000 were for City of Halifax residents.

Municipal and Private Housing Programs and Facilities

As can be seen from the previous discussions, the City of Halifax is the recipient of many federal and provincial housing programs. The City has contributed funds to programs such as N.I.P. but generally serves an administrative capacity. Public housing has been the major administrative concern in the City of Halifax with regards to housing.

The Halifax Housing Authority, a municipally-appointed board of citizens and aldermen, manages the Department of Housing units. The Authority is responsible for 2,437 units (1,293 family units and 1,144 senior citizen units). Subsidized housing is offered to those who have resided in the City at least 12 months in the last 3 years. There are 1,293 public family housing units in Halifax, 53 percent of which are three-bedroom units (see Exhibit IV(4)).

There are 1,374 public senior citizen units (including Northwood), 84 percent of which are one-bedroom units (see Exhibit IV(5)).

Public housing vacancy rates have remained low in the last two years. Vacancy rates for family units stood at 0.79 percent in July, 1981 and dropped to 0.07 percent in December, 1981. The vacancy rate rose to 0.80 percent in July, 1982 and to 0.87 percent in November, 1982. Vacancy rates for senior citizen units displayed a similar trend.

AREA	TOTAL # OF UNITS	BACHELOR UNITS	1 BEDROOM UNITS	2 BEDROOM UNITS	3 BEDROOM UNITS	4 BEDROOM UNITS	5 BEDROOM UNITS	PARAPLEGIC UNITS
Bayers Road (1953)	161				113	48		
Mulgrave Park (1960-61)	348	7	34	51	219	37		
Westwood Park (1962)	197	10	16	58	101	4	8	7
Uniacke Square (1967-69)	183	20		8	50	105		
Creighton Street (1968-69)	25			6	19			
Ahern Manor 2313 Gottingen (1969)	95	9	39	47				6
Greystone Drive (1972)	252				180	48	24	
2448-52 Gottingen Street (1981)	3		1	1	1			
2103-07, 2120-27 Maynard Street (1983)	7			7				
5661-71 Onard Street (1983)	6			6				
2023-25 Bauer Street (1983)	2			2				
2531-41 Gottingen St. (1983)	6			6				
2650 Gottingen St. (1983)	8	1	5	2				
TOTAL	1293	47	95	194	683	242	32	-

SOURCE: Halifax Housing Authority, 1983.

Note: The 13 Paraplegic Units are included in the 95
1 Bedroom units.

EXHIBIT IV(5): PUBLIC SENIOR CITIZEN UNITS, CITY OF HALIFAX, 1983

Building	Bachelor	1-Bedroom	2-Bedroom	Paraplegic & Deaf Units	Total
Sunrise Manor (1969) 2406 Gottingen St.	-	166	-	-	166
Prince Manor (1973) 3792 Novalea Dr.	-	135	-	7	142
Joseph Howe Manor (1973) 5515 Victoria Road	-	175	-	9	184
Isnor Manor (1974) 5565 Cornwallis St.	-	217	-	11	228
Westmore Lodge (1977) 6841 Cook Ave.	-	30	-	2	32
McKean Manor (1979) 1186 Queen Street	-	134	6	6	146
Thompson Manor (1981) 7001 Leppert Street	-	168	-	6	174
Spry Lodge (1980) 6 Arnold Dr.	±	38	-	2	40
Richmond Manor (1982) 5594 Northridge Rd.	-	30	-	2	32
TOTAL	-	1093	6	45	1144
Northwood Towers* (1967) 26 2615 Northwood Terrace		47	-	-	73
Northwood Manor* (1967) 148 2615 Northwood Terrace		9	-	-	157
Total	174	56	-	-	230
GRAND TOTAL	174	1149	6	45	1374

* Operated By Halifax Senior Citizen's Housing Corporation, Limited.

SOURCE: Halifax Housing Authority, 1983.
Report on Demographics of the Elderly, 1982.

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The public senior citizen vacancy rate stood at 0.56 percent in July, 1981 and dropped to 0.37 percent in December, 1981. It rose slightly to 0.66 percent in July, 1982 and to 0.92 percent in November, 1982. These vacancy rates are comparable to the overall rental vacancy rates experienced by the Halifax area in 1981-82.

The City of Halifax is also the location of numerous nursing homes, homes for the aged and residential care facilities, most of which are privately operated. Following is a list of such facilities:

	<u>Operation</u>	<u>Capacity</u>
Park Haven Estates (1973) - 126 Purcells Cove Rd.	Private	249
Keddy's Nursing Manor (1965) - Alton Drive	Private	117
Fairview Villa (1970) - 245 Main Avenue	Private	206
Halifax Nursing Home (1968) - 1019 Lucknow Street	Private	24
Camp Hill Hospital (1967) - 1763 Robie Street		164
Northwood (1967) - 2615 Northwood Terr.	Non-Profit	576
St. Vincent's Guest Home (1965) - 2080 Windsor St.	Charitable	162
Victoria Hall (1940's) - 2438 Gottingen St.	Non-Profit	45
Lynden Rest Home (1970) - 6117 Jubilee Rd.	Private	23
Haven Manor (1972) - 6411 Coburg Road	Private	15
TOTAL		1,581

The City of Halifax does not operate any residential care facilities but does provide assistance in that tenants are often recipients of social assistance (see discussion of shelter allowances in Chapter III).

Another special needs housing type in Halifax are group homes and development residents for mentally and physically handicapped individuals. Following is a list of such homes in Halifax.

	<u>Capacity</u>
1648 Vernon Street (1972-73)	8)
1615 Oxford Street (1975)	12)
3838 Basinview Drive (1980)	8) Regional Residential
7097 Abbott Drive (1978)	9) Services Society
31 Robert Allen Drive (1982)	7)
Metropolitan Gottingen St. (1975-76)	9) Metropolitan Group Home
Joseph Howe Drive (1979)	9) Association
TOTAL	62

Altogether, there are 2,667 units of public housing (including Northwood) in the City of Halifax, representing about 6 percent of all occupied private dwellings. There is a capacity of 1,643 in special needs housing.

Non-Profit Organizations. The Community Care program of the City of Halifax Social Planning Department assists special needs persons in finding shelter.

Another organization that provides housing assistance is Access Housing, a community-based and sponsored non-profit consulting agency. It was formed in April, 1981 to provide a variety of services to its members and to others in the community who are faced with difficulties securing suitable affordable housing. Access Housing was organized and developed by local area continuing housing co-operatives, various special care facility associations, non-profit organizations and other concerned individuals involved in the field of housing. The group's mandate is to provide housing for low and moderate income people in a self-help way.

Access Housing Services Association has been involved with the following projects:

Amos Housing Co-op	(10 units)	(M.S.)
Armdale & District Housing Co-op	(10 units)	(M.S.)
Capeland Housing Co-op	(6-12 units)	(M.S.)
Central Spryfield Housing Co-op	(10 units)	(M.S.)
Cove Housing Co-op	(8 units)	(Halifax and Lr. Sackville)
Harbourview Housing Co-op	(6 units)	(Dartmouth)
Harbourwest Housing Co-op	(12 units)	(M.S.)
Herring Cove Housing Co-op	(9 units)	(M.S.)
High Hopes Housing Co-op	(23 units)	(Pen.)
Lamplight Housing Co-op	(25 units)	(Pen.)
Regional Housing Co-op	(10 units)	(Dartmouth)
Spryview Housing Co-op	(5-10 units)	(M.S., Pen.)

approximately 129 units in Halifax

Also, through Interfaith Housing Corporation:
7 Co-ops (76 units) (location unknown).

Interfaith Housing Corporation does not actually own or operate any group homes. They assist and give advice to groups forming cooperatives.

In addition, the Access Housing group provide general consultation and technical advice to private individuals.

Tawaak Housing Association operates 10 units for the urban native (Fairview and North End Halifax).

Educational Institutions. Universities and colleges provide residences for students in the City of Halifax. Universities accommodate 3,823 students in 42 residences. Following is an institutional breakdown (Spring, 1983):

	Number of Buildings	Number of Units	No. of Full- Time Students	No. of Part- Time Students
Dalhousie	23	1,837	7,584	1,677
St. Mary's	3	1,060	2,818	1,428
Mount St. Vincent	11	529	1,592	1,363
King's College	2	210	450	16
Technical Univ. of Nova Scotia	2	122	909	83
Pine Hill Divinity/ A.S.T.	<u>1</u>	<u>65</u>	<u>84</u>	<u>73</u>
TOTAL	42	3,823	13,353	4,640

These universities only provide accommodation for 29 percent of the total number of full-time students enrolled. Consequently a number of students live at home or compete in the rental market. As well, there are 4,640 additional part-time students who may or may not be competing in the housing market depending upon their residence background. Some institutions do not provide student accommodation, such as Nova Scotia College of Art and Design (465 full-time and 90 part-time students estimated), Nova Scotia Institute of Technology (450 students), Halifax Regional Vocational School (597 students) for a total of 1,602 more students.

HOUSING INITIATIVES STUDY

CHAPTER V

LAND AND DEVELOPMENT

DEVELOPMENT COSTS

This section will examine residential development costs in the context of three groups: developers, consumers, and municipal units. Costs to those involved in the industry are discussed in terms of construction cost indices, typical development costs in bringing land and housing on-stream, and servicing costs. Costs to consumers are examined in terms of lot sale prices and indices, and municipal residential tax rates. The relative costs and benefits of residential development to municipal units are considered in light of revenue generation.

Costs to Developers

This section concentrates on the costs of residential development and construction. These costs are often the determinant of the location of housing activity, usually in conjunction with some type of government housing program.

Servicing Costs: Servicing costs can be the most important factor in the determination of residential activity. Developers usually undertake projects where servicing costs are at a level which the market will permit a return.

There are at least two markets to which developers can cater: the home-ownership and rental markets. The homeownership market generally consists of single-family detached dwellings or condominiums, and the rental market of medium- to high-density forms such as semi-detached and apartment units. The former activity, except for infill development, usually only occurs in undeveloped areas at the fringes of existing urban development, while the latter activity can occur both at the fringes and in developed areas.

Servicing costs vary in Halifax County. These costs help explain recent construction trends in the area of high-density development in the City of Halifax and single-family and other low-density activity in the County of Halifax. Usually low-density development will occur in areas of low servicing costs and high-density development will take place in areas of high servicing costs (see Exhibit V(1)).

The City of Halifax has by far the highest primary servicing costs (sewer and water) at \$958 per metre (\$1,066 per metre for existing paved streets). The City of Dartmouth has lower primary servicing costs at \$689 per metre, while the Nova Scotia Department of Housing has the lowest of all at \$307 per metre. The Department of Housing is usually the owner, developer and seller of its lots in Cole Harbour and Sackville. In terms of secondary services, the City of Halifax has the highest costs for excavation and installation of curbs and gutters. Dartmouth has the highest costs for asphalt and sidewalks. The County of Halifax has the cheapest per unit costs of secondary services. The County of Halifax secondary servicing estimates were obtained from the Department of Transportation, as some servicing in the County of Halifax such as paving, and the construction of storm sewers and curbs on rural subdivision streets, is cost-shared with the Province of Nova Scotia 80-20.

EXHIBIT V(1): COMPARATIVE SERVICE COSTS, CITY OF HALIFAX AND ADJACENT MUNICIPALITIES, 1981-1982

	City of Halifax (1982)	City of Dartmouth (1981)	County of Halifax (1983)	N.S. Department of Housing (1982)	Town of Bedford
SECONDARY SERVICES					N/A
Common Excavation	\$10.46/m ³	\$ 7.58/m ³	\$ 7.00/m ³	incl. in road costs	
Rock Excavation	\$52.32/m ³	\$43.86/m ³	\$30.00/m ³		
Asphalt (Type)	\$46.31/t (IVc) \$48.51/t (IVb)	\$54.67/t (B)	\$38.00/t	Road-Class C material \$48.43/m	
Concrete Curb & Gutter	\$39.37/m	\$38.74/m	\$30.00/m		
Concrete Curb	-	\$38.50/m	\$30.00/m		
Concrete Sidewalk and ramps (mm)	\$28.71/m ² (101.6) \$31.10/m ² (152.4)	31.08/m ² (100) 33.60/m ² (150) 51.14/m ² (200)	\$25.00/m ²	Paving & Curbing (No Gutter) \$229.66/m Sidewalk-\$52.49/m	
Asphalt Curb	\$16.30/m	8.70/m	\$ 6.00/m	\$18.37/m	
Asphalt Walkways					
PRIMARY SERVICES					N/A
Sanitary Sewer				\$ 77.10/m	
Water				\$121.39/m	
Storm Sewer				\$108.27/m	
TOTAL	\$958/m (new) \$1066/m (redevelopment)	\$689/m	N/A	\$306.76/m Total	

SOURCES: City of Halifax Department of Engineering and Works, City of Dartmouth Department of Planning and Development, N.S. Department of Transportation, N.S. Department of Housing, Town of Bedford Engineering Department.

In Halifax, Dartmouth, and the urbanized areas of the County of Halifax, the developer must pay for the full cost of service installation at predetermined municipal standards. The City of Halifax will only cost-share services when a developer must install a larger-sized trunk to accommodate upstream properties.

The City of Halifax has a number of reasons for higher servicing costs than other areas, one of which is geology. Another is a regulation that services must be embedded in concrete, while for example in Dartmouth, a gravel bed will suffice. This can add up to \$100 per metre for a developer's servicing costs and helps explain the higher development cost in the City of Halifax.

Residential Development Costs. Servicing costs are but one part of the overall cost picture for developers. There are also costs associated with inspection, bonding, park dedication, interest, land acquisition, professional fees, and marketing. In 1975, the Urban Development Institute (U.D.I.) submitted a brief to the Housing Task Force of the Municipal Development Plan Committee outlining residential development costs in municipalities in the Halifax area. Costs were highest in the City of Halifax and lowest in the County of Halifax (see Exhibit V(2)). In 1975, lots developed in the County of Halifax were 60 percent the cost of lots developed in the City of Halifax. In 1983, County of Halifax lots were only 50 percent the cost of Halifax lots, indicating an even larger cost spread between the City and County of Halifax (see Exhibit V(3)).

The Mainland North Servicing Strategy (M.N.S.S.), authored by D.P.A. Consulting Limited and Acres Consulting Services Limited for the City of Halifax states that development costs in the Mainland North area of the City of Halifax approach \$170,000 per hectare (or \$15,000 per lot) on average.¹ These costs include earth moving, grading, road construction, sanitary, storm and water services and engineering design costs. The calculation was based on an actual subdivision in Clayton Park, containing 92 lots on approximately 9 hectares.

Clearly, residential development costs are greater in the City of Halifax than other area municipalities for a number of reasons, only some of which are controllable by municipal government. Standards, servicing and development control fall into the purview of municipal government.

Construction Costs. Construction cost indices rose at a greater rate in the Atlantic Provinces than in Canada as a whole, according to figures documented by Statistics Canada (see Exhibit V(4)). While the residential building materials index rose 101 percent for the Atlantic Provinces between 1973 and 1982, the Canadian index rose 97 percent. The Atlantic residential construction labour cost index rose 149 percent for the same period, while the Canadian index rose only 132 percent. The composite index of both materials and labour show that Atlantic construction costs rose about 10 percent more than for Canada as a whole (119 to 109 percent).

¹ DPA Consulting Limited, et al., Mainland North Servicing Strategy, 1982, pp. 72-73.

EXHIBIT V(2): CONSTRUCTION COST COMPARISON, CITY OF HALIFAX AND ADJACENT MUNICIPALITIES, 1975
(BASED ON 1975 CONTRACT PRICES)

	City of Halifax	City of Dartmouth	County of Halifax
a) Primary Services (Water-Sanitary Sewer, Storm Sewer)	\$9,762.00	\$6,896.00	\$7,146.00
b) Secondary Services (Paving, Curb and Gutter, Sidewalks)	1,740.00	1,049.00	252.00
c) Trunk Sewer change - .30¢/sq.ft. avj. 1200 sq.ft. house	360.00	-	-
d) Inspection fee, 2 1/2% of a & b, Part 3 1/2% releases developer of responsibility for res. spvsn.	287.55	-	-
e) Bonding cost 3 1/2% - 12% for 2 years 8% of a & b	1,840.32	1,271.20	-
f) Park Dedication, 5% assessed value after S/D Assume Hfx. Ass. 15,000 " Dart. Ass. 4,000 " County Ass.	750.00	200.00	
TOTAL SERVICING	\$14,739.87	\$9,416.20	\$7,398.00
Development Costs			
Raw Land			
Taxes Interest			
Operating & Maintenance	3,500.00	3,500.00	3,500.00
Legal			
Survey			
Engineering & Planning	\$18,239.87	\$12,916.20	\$10,898.00

SOURCE: Urban Development Institute, Nova Scotia. Brief to Halifax Housing Task Force, June 18, 1975.

EXHIBIT V(3): COMPARISON OF SINGLE FAMILY LOT COSTS
CITY OF HALIFAX - COUNTY OF HALIFAX, 1983
 (Based on 5 acre parcel yielding 20 Single Family Lots)

	CITY LOT	COUNTY LOT	
Land Component	\$ 5,000	\$ 2,000	
Park Dedication (land value not \$)	500	100	
Survey Costs	600	500	
Primary Services			
(Roads, water, storm, sanitary)	15,000	9,000	
Secondary Services			
(Curbs, gutters, pavement, sidewalk, street lighting, landscaping)	4,100	1,200	Avg. for req'd item
Auxiliary Costs			
(Inspection fees, consultants, bonding, legal, taxes & interest during development)	6,000	2,600	
TOTAL DIRECT COSTS	31,200	15,400	
Overhead	3,120	1,540	
Carrying Costs (6 months)	2,700	1,325	
Marketing fees (land only)	1,500	1,000	
TOTAL	\$ 38,520	\$ 19,265	

SOURCE: Housing and Urban Development Association of Canada,
 Nova Scotia Chapter, Submission to Housing Initiatives
 Study, 1983.

EXHIBIT V(4): INDICES OF CONSTRUCTION COSTS, CANADA AND ATLANTIC PROVINCES, 1973-1982 (1971=100)

Year	Residential Building Materials Index		Residential Construction Labour Costs Index		Residential Bldg. Materials & Wage Rates Composite Index	
	Canada	A.P.	Canada	A.P.	Canada	A.P.
1973	124.0	125.1	121.8	131.1	123.2	127.3
1974	135.2	140.8	133.8	149.1	134.7	143.9
1975	139.7	142.9	151.6	165.9	144.0	151.3
1976	153.6	156.1	172.8	191.3	160.5	169.0
1977	165.2	168.4	193.9	214.8	175.5	185.4
1978	184.1	189.5	206.2	226.4	192.0	199.8
1979	207.0	205.9	219.5	246.2	211.5	220.7
1980	215.2	221.1	236.3	264.6	222.8	237.0
1981	236.4	243.3	258.5	298.4	244.3	263.5
1982	244.4	251.8	282.6	326.0	258.0	279.0

SOURCE: C.M.H.C., Canadian Housing Statistics, 1982.

Exhibit V(5) shows the comparative residential construction costs per square metre for various types of residential units in the City of Halifax. These figures are "ball-park" figures only; they can be modified by size, height, shape, type of heating and type of exterior finish of building. Average quality buildings range from \$366/m² for a medium-density building to \$376/m² for a 3-storey building to \$409/m² for a bungalow, \$430/m² for a 4-storey structure and \$436/m² for a 10-storey apartment. Low-quality buildings follow the same pattern as average-quality buildings. Good-quality structures show a different pattern in that single-family homes can be more expensive to construct than medium- and high-density buildings.

Typical construction costs for buildings would be as follows for average quality structures:

1. Bungalow	app.	\$ 45,000	(based on average N.H.A.-sized home)
2. Medium-density	app.	\$ 545,000	(based on 2-storey structure, 6 units per floor)
3. 3-Storey apt.	app.	\$ 839,000	
4. 4-Storey apt.	app.	\$1,280,000	
5. 10-Storey apt.	app.	\$3,244,000	(based on 20 units per floor, with all modifiers included)

Developers must be able to recoup their capital and operating expenses through sale prices in the case of ownership housing or through rents in the case of rental housing. In the case of multiple-unit residential buildings, a per-unit cost is calculated based on capital and operating costs. This per-unit cost is used as a basis for establishing the rent for particular units. The size of multiple-unit residential buildings is dictated by capital, operating and amenity costs. Generally such a building must contain 75 to 80 units to justify an elevator, but the presence of an elevator depends on the quality of the building and the clientele served. (N.B. - Elevators are not required in buildings of less than four storeys).

Elevators are but one element that influences the per-unit cost. One elevator can serve a mid-rise building of between 4 and 8 storeys (at a capital cost of about \$50,000). Two elevators can serve a high-rise building of between 8 and 20 storeys, while three elevators can serve a building of up to 40 storeys.² Some three-storey buildings of 50 units for senior citizens have elevators. If an elevator costs \$50,000, then \$1,000 is added to the per-unit cost of each unit.

EXHIBIT V(5): COMPARATIVE RESIDENTIAL CONSTRUCTION COSTS,
CITY OF HALFAX, 1983

Type of Structure	BASE COST \$/m ²			
	Low Quality	Average Quality	Good Quality	Excellent Quality
SINGLE FAMILY				
Bungalow	\$301	\$409	-	-
2-storey	-	-	\$538	-
MEDIUM DENSITY				
12 Units	\$280	\$366	\$473	\$613
8000 ft. ² (744 m ²)				
HIGH DENSITY/ per floor				
3 Storey	\$290	\$376	\$452	-
(combustible)				
4 Storey	\$323	\$430	\$516	-
(non-combustible)				
10-Storey	-	\$436	-	-
200 units		(inc. all		
8000 ft. ²		modifiers) ¹		
(744m ²)				

¹ An example of a typical apartment building with modifiers such as size, height, shape, type of heating and type of exterior finish specified.

SOURCE: Inspection Service Division, City of Halifax
 Development Department, 1983.

Costs to Consumers

Housing costs for homeowners and renters have been examined in Chapter III, Housing Affordability and Costs. This section will deal with two additional costs to housing consumers: costs associated with land as distinguished from housing, and the costs associated with living in one municipality as opposed to another.

C.M.H.C. statistics show that land costs in the Halifax C.M.A. were lower than the Canadian norm in 1981 (see Exhibit V(6)). Land prices were 5.2 points lower in the Halifax C.M.A. compared to Canada as a whole. In 1977, land prices in the Halifax C.M.A. were almost 3 points higher than the Canadian average, so the last five years or so have seen a slower growth in land prices in the Halifax C.M.A. than in Canada as a whole.

Lots in the City of Halifax are much more expensive than in Dartmouth or the County of Halifax. The relatively inexpensive lots in Sackville and Forest Hills represent Nova Scotia Department of Housing lands, one of the major determinants in the area's population distribution. Lot prices are a direct reflection of development costs outlined previously as well as government activity (see Exhibit V(7); prices quoted are samples of recent residential development). As well, lot prices also reflect market conditions and locational advantages.

There are various elements involved in the choice of residential location by consumers. Some have already been discussed such as land and house prices. Two other elements that enter into the decision of where to live are municipal property taxes and distance from employment and amenities.

Municipal property taxes in urban areas of the County of Halifax are comparable to Halifax, Dartmouth or Bedford. Dartmouth has the highest tax rate, followed by Halifax and Bedford in that order (see Exhibit V(8)). The County of Halifax's rate fluctuates from area to area depending on the municipal services provided. For example, the approximate rate in Clam Harbour could be only 97¢, while in Fall River it climbs to \$1.15, in Cole Harbour to \$1.76, and in Lower Sackville to \$1.94. The more urbanized parts of the County of Halifax have comparable tax rates to Halifax and Dartmouth. As more services are provided, the County of Halifax loses any advantage a lower tax rate may have had in attracting residents as costs are transferred to the taxpayer.

Municipal Costs and Benefits

The City of Halifax Planning Department prepared a report dated April 24, 1980, outlining the various municipal costs and benefits of different types of development in the City of Halifax. This report concluded that commercial development generally exhibits a higher net municipal benefit ratio than residential development. Among residential properties, a downtown high-rise apartment building shows a lower municipal benefit ratio to the value of land before development than single-family homes. Simply put, a high-rise costs less from a municipal point-of-view than a single-family

EXHIBIT V(6): HOUSING PRICE INDICES, LAND ONLY, HALIFAX
C.M.A. AND CANADA, 1977-1981 (1971=100)

YEAR	CANADA	HALIFAX C.M.A.
1977	105.8	108.5
1978	110.1	109.1
1979	115.5	114.8
1980	124.9	131.4
1981 (June)	138.9	133.7

SOURCE: C.M.H.C., Canadian Housing Statistics, 1981.

EXHIBIT V(7): SALE PRICES OF LOTS, HALIFAX COUNTY, 1982-1983

HALIFAX

Pine Bluff	\$36,900 - \$71,900
Sheffield	\$47,000 - \$60,000
Falcon Place	\$48,000 - \$79,000

DARTMOUTH

Nantucket	\$23,000 - \$37,000
Manor Park	\$20,000 - \$35,000
Adriatic	\$31,000 - \$40,000
Tam O'Shanter	\$17,000 - \$25,000
Applewood Lane	\$23,000
Lake Charles	\$20,000
Paul David Court	\$13,500
Marvin Property	\$13,500

BEDFORD

Eaglewood	\$37,000 - \$44,000
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COUNTY OF HALIFAX

Colby Village	\$27,000 - \$30,000
(Contractor's price)	\$23,000 - \$27,000
Forest Hills	\$14,000
Sackville	\$ 7,000 - \$14,500

SOURCE: City of Halifax Planning Department, 1983.
 City of Dartmouth Planning & Development Department,
Dartmouth Development Trends, 1982.

EXHIBIT V(8): MUNICIPAL RESIDENTIAL TAX RATES PER \$100 OF ASSESSMENT, HALIFAX AND AREA, 1971-1983

YEAR	CITY OF HALIFAX		CITY OF DARTMOUTH		COUNTY OF HALIFAX ¹		TOWN OF BEDFORD
	Actual	Hypothetical*	Actual	Hypothetical*	Actual	Hypothetical*	
1971	2.39	2.79	3.69	2.08	2.58	2.27	-
1972	2.48	N/A	3.87	N/A	2.71	2.44	-
1973	2.59	3.04	3.87	3.04	2.01	1.98	-
1974	2.58	2.79	3.87	2.83	2.01	1.91	-
1975	2.80	2.67	4.05	2.65	1.75	1.65	-
1976	2.73	-	3.65	-	1.48	-	-
1977	2.86	-	3.58	-	1.43	-	-
1978	1.85	-	1.73	-	0.99	-	-
1979	1.99	-	1.89	-	0.99	-	-
1980	2.07	-	2.02	-	1.04	-	1.94 ²
1981	1.65	-	1.84	-	0.82	-	1.47
1982	1.78	-	1.95	-	0.82	-	1.53
1983	1.87	-	1.95	-	0.87	-	1.61

* Hypothetical figure is a Provincially-calculated figure computed to equalize differing assessment procedures. The Province took over assessment in 1976.

1 County of Halifax rate is base rate only.

2 Bedford was incorporated during 1980. As a part of the County of Halifax for the first part of the year, residents paid a base rate of \$0.96 to the County. The tax rate for the latter part of the year was \$0.98, paid to the Town of Bedford.

SOURCE: Study H-1, Housing Activity in the Region, Halifax-Dartmouth Regional Development Plan Review, p.66.
City of Halifax Planning Department, 1983.

EXHIBIT V(9): NET BENEFIT FROM SELECTED PROPERTIES BEFORE REDEVELOPMENT
AND AS DEVELOPED IN 1978, AND CHANGE IN NET BENEFIT OWING
TO REDEVELOPMENT, CITY OF HALIFAX, 1978.

PROPERTY	DATE	NET BENEFIT	CHANGE IN BENEFIT	RATIO OF CHANGE IN NET BENEFIT TO THE VALUE OF LAND BEFORE DEVELOPMENT
Downtown Bank and Office Tower	- Before Redev- elopment	\$170,343		
	- 1978	\$232,447	\$ 62,104	+ \$.26
Renovated Downtown Bank & Office Bldg.	- Before Redev- elopment	\$ 6,688		
	- 1978	\$ 28,365	\$ 21,677	+ \$.42
Suburban Office Bldg.	- Before Redev- elopment	-\$ 5,304		
	- 1978	\$245,783	\$251,087	+ \$.62
Downtown High-Rise Apartment	- Before Redev- elopment	\$ 25,740		
	- 1978	\$ 12,051	-\$ 13,689	- \$.08
Single-Family House (Peninsula)	- Before Dev- elopment	\$ 36		
	- 1978	-\$ 5,680	-\$ 5,716	- \$.27
Single-Family House (Mainland)	- Before Dev- elopment	-\$ 254		
	- 1978	-\$ 4,163	-\$ 3,909	- \$.58

SOURCE: City of Halifax Planning Department, Costs and Benefits of Development,
April 24, 1980.

FEDERAL AND PROVINCIAL PROPERTIES IN THE CITY OF HALIFAX

This section provides an inventory of the properties in the City of Halifax which are owned by the federal and provincial governments and provides a general indication of the redevelopment potential for housing.

Federal Properties

The total amount of land in the City of Halifax owned by the Government of Canada is 343.29 hectares contained in 51 parcels (not including railway lands). Peninsula Halifax has almost all of the City's federally-owned land (334.71 ha). The Mainland properties are the television transmitter site on Geizer Hill, the railway land in Rockingham, and Melville Island in Mainland South (see Exhibit V(10)).

A review of the parcels making up this 343 hectares reveals that the amount of vacant land is almost nil. Overall, the Federal land is built on and is being actively used at the present time although specific analysis of individual sites has not been undertaken to determine whether properties are being utilized effectively or efficiently.

The Department of National Defence is a major land-owner among the federal departments. Windsor and Willow Park, Stadacona, H.M.C. Dockyard, Gorsebrook, The Armouries, Royal Artillery Park, Ahern Barracks - all are easily recognizable land holdings. The total amount of land owned by D.N.D. is 128 hectares. This represents thirty-seven percent of the total area of federal properties.

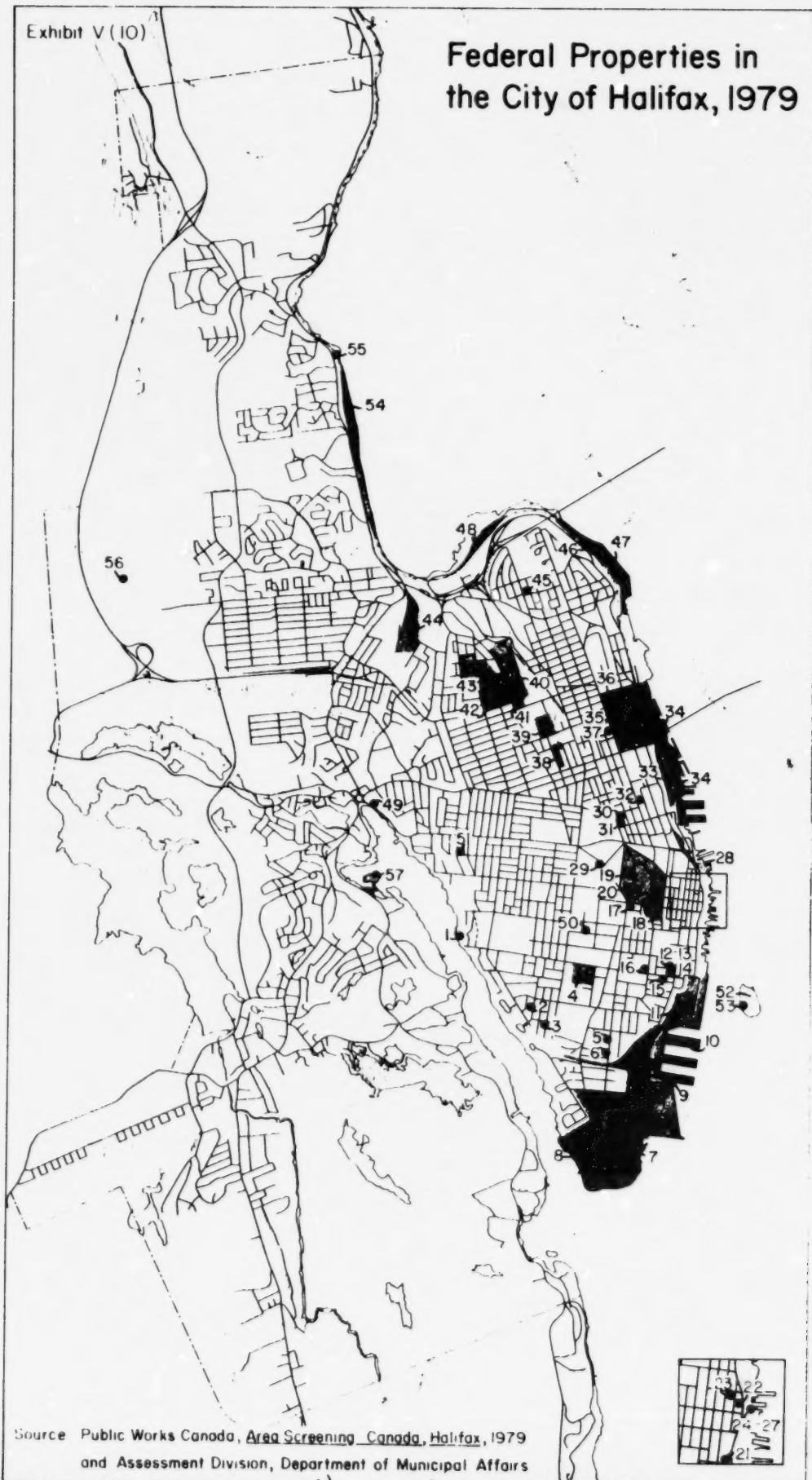
Besides the D.N.D. properties, some other large parcels of land include the National Harbour's Board property with 90 hectares, Point Pleasant Park which is 70 hectares, and Citadel Hill which is 20 ha of land. The remaining lands are smaller parcels which are scattered throughout the Peninsula. Of all of the federal parcels, over one half (30) of them measure less than one hectare in area.

It should be noted that a number of these properties are being used for residential purposes. There is housing included in the Gorsebrook, Stadacona and Windsor Park lands, in addition to the combined 0.74 hectares of the residential properties at Bellevue Avenue, Roxton Road, 830 and 770 Young Avenue, College Street and Norwood Street.

Also of note is a property owned by Public Works Canada which is slated for development in the near future. This is the parking lot north of Historic Properties which is the site of the proposed Sheraton Hotel in downtown Halifax.

Exhibit V (10)

Federal Properties in the City of Halifax, 1979



Source: Public Works Canada, Area Screening Canada, Halifax, 1979
and Assessment Division, Department of Municipal Affairs

EXHIBIT V(10): FEDERAL PROPERTIES IN THE CITY OF HALIFAX, 1979

<u>PROPERTY</u>	<u>LOCATION</u>	<u>SITE AREA (ha).</u>	<u>(Acres)</u>	<u>GFLUM</u>	<u>ZONING</u>
<u>PENINSULA</u>					
1 Thornvale Conference Ctr.	Webster Terrace	1.73	4.27	LDR	R-1
2 Residence	964 Bellevue Ave., Halifax	0.07	.17	LDR	R-1
3 Residence	6054 Roston Road, Halifax	0.05	.12	LDR	R-1
4 Gorsebrook	South Street, Halifax	3.64	8.99	HDR,MDR	R-2A
5 Senior Officer's Residence	830 Young Street, Halifax	0.32	.79	LDR	R-1
6 Senior Officer's Residence	770 Young Ave., Halifax	0.16	.39	LDR	R-1
7 Point Pleasant Park	Halifax	70.01	172.99	OPEN	P
8 Prince of Wales	Pt. Pleasant Park, Halifax	0.02	.04	OPEN	P
9 Martello Tower	Pier 40, Ocean Terminal	0.01	.02	IND	C-5
10 Animal Farmington Bldg.	Lower Water St., Halifax	77.78	192.19	IND	C-5
11 Ocean Terminals	Hollis Street, Halifax	0.37	.91	IND,RC	C-3,HZ
12 Railyard and Hotel	Barrington Street, Halifax	0.20	.49	RC	RC-3
13 Sir John Thompson Bldg.	Harvey Street, Halifax	0.32	.79	MDR	R-2A
14 Parking Area	Barrington and South			RC	R-2A
15 Logistics Headquarters	South Street, Halifax	0.08	.19	MDR	R-2A
16 (Marcom Building)	Queen and South Street	1.04	2.56	OPEN	P
17 Parking Area	5600 Sackville Street	0.31	.76	COMM	C-2,SCH'C'
18 Fort Massey Cemetery	Sackville and Queen St.	2.31	5.70	COMM,OPEN	A-F,SCH'C'
19 CBH Studio	Halifax	19.63	48.50	INST,OPEN	P
20 Royal Artillery Park	Bell Road Halifax	1.78	4.39	COMM	C-2,SCH'J'
21 Citadel Hill	1557 Hollis St.	0.40	.98	COMM	C-2,SCH'J'
22 Ahern Barracks	Bedford Row	0.32	.79	COMM	C-2,SCH'J'
23 Ralston Building	1741 Hollis Street	0.08	.19	COMM	C-2,SCH'J'
24 Bedford Row Federal Bldg.	1735 Lower Water Street	0.16	.39	COMM	C-2,SCH'J'
25 Former RCMP Headquarters	1707 Lower Water Street	0.21	.51	COMM	C-2,SCH'J'
26 Div. Head Quarter Garage	Lower Water Street	0.15	.37	COMM	C-2,SCH'J'
27 Technical Research Lab.	1721 Lower Water Street	0.89	2.19	COMM	C-2,SCH'J'
28 Queen's Wharf	Lower Water Street	1.24	3.06	COMM	C-2,SCH'J'
29 Fish Inspection Lab.	1840 Bell Road	0.77	1.90	INST	P
30 Parking Lot	North Park Street	0.77	1.90	RES	C-2
31 CBH Studio	2261 North Park Street	0.16	.39	RES	C-2,SCH'C'

EXHIBIT V(10): FEDERAL PROPERTIES IN THE CITY OF HALIFAX, 1979 (continued)

V-16

PROPERTY	LOCATION	SITE AREA (ha).	(Acres)	GFLUM	ZONING
32 Post Office	2269 Gottingen Street	0.06	.14	COMM	C-2, SCH'C'
33 Railyard	Barrington Street			IND	C-5
34 HMC Dockyard	Upper Water Street	64.91	160.39	IND	C-5
35 Queen's Printer Bldg.	Barrington Street	0.28	.69	INST	A-F, SCH'C'
36 Stadacona	Gottingen Street	16.71	41.29	INST	A-F, SCH'C'
37 Nelles House	Gottingen Street	0.16	.39	RES	R-3, SCH'C'
38 Gladstone Stores	Gladstone Street	2.43	6.0	IND	C-3, SCH'C'
39 Postal Station	Almon Street	6.07	14.99	COMM	P, SCH'C'
40 Willow Park	Windsor Street	9.71	23.99	INST	A-F
41 Engineering Yard	Young Street	1.09	2.69	INST	A-F
42 Div. Headquarters	3139 Oxford Street	1.42	3.50	INST	A-F
43 Windsor Park	Windsor Street	25.09	61.99	INST	A-F
44 Railyard	Chisholm Street			IND	C-3
45 Lynch Building	3655 Robie Street	0.28	.71	RES	R-2
46 Railyard	Richmond Terminal			IND	C-5
47 Richmond Terminal	Canterbury Street			IND	C-5
48 Railyard	North End Halifax	12.67	31.30	IND	C-5
49 Armdale Postal Station	7183 Quinpool Road	0.18	.44	RES	R-3
50 Residence	5853 College Street	0.05	.12	RES	R-2
51 U.S. Consulate	6635 Norwood Street	0.09	.22	RES	R-1
52 George's Island					
53 (Fort Charlotte)	In Halifax Harbour	8.17		OPEN	P
Light Station,					
(George's Island)	In Halifax Harbour	0.36		OPEN	P
<u>MAINLAND NORTH</u>					
54 Railyard	Rockingham			IND	I-1
55 Measured Mile Beacon	Prince's Lodge & Downey's Bluff	0.97	2.39	COMM	I-1, C-2, SCH'E'
56 CBHT Transmitter	Geizer Hill, Halifax	5.14	12.70	RES	SCH'K'
<u>MAINLAND SOUTH</u>					
57 Melville Island	Off Purcells Cove Road	2.47		RES	G, SCH'D'
TOTAL FEDERAL PROPERTIES					
(not including railyards)			343.29 (ha)		

SOURCE: Public Works Canada, Area Screening: Canada, Halifax, 1979.

Many of the federal properties are unlikely to become potential housing sites in the near future for a variety of reasons. Some, such as the Federal Building on Bedford Row and the former R.C.M.P. Headquarters, have been designated heritage buildings and therefore the likelihood of redevelopment is slight. Others contain fairly new structures which are likely to continue for some time in their present use - e.g. three Post Offices, the Ralston Building and the Sir John Thompson Building.

Point Pleasant Park is a very unlikely candidate as it is leased to the City to be used as parkland.

Citadel Hill is a National Historic Park and will maintain its important role.

Finally, that the presence of the armed forces will decrease dramatically in Halifax in the foreseeable future is unlikely. Therefore it is also unlikely that many of their properties could be developed for residential uses.

As a result of these varied reasons, there are but a few properties which have been selected as potential sites for housing.

1. The Gladstone Stores. This land measures 2.43 hectares in area and is located on the eastern side of Gladstone Street between North and Almon Streets. The three buildings on the property are used for storage of large non-explosive supplies. According to the Public Works document cited earlier - "They were all built during the Second World War as temporary wood frame structures and are in poor condition, with a remaining life expectancy of less than 10 years." These buildings are becoming quite dilapidated, and a redevelopment of the site for housing would be a great improvement.
2. The Lynch Building, 3566 Robie Street. This site is .28 hectares in area. The entire structure is used for storage facilities for Environment Canada, and for some office space. It is not a large storage space, and possibly other facilities could accommodate that function, freeing this site for redevelopment.
3. D.N.D. Engineering Yard. This is a 1.09 hectare area which is adjacent to Willow Park. It is the major maintenance yard for C.F.B. Halifax. There are nine wood frame buildings on the property which were built during World War II and are in poor to acceptable condition. Perhaps the poor condition of these structures indicate its potential as the redevelopment site in the near future.

Provincial Properties

The total amount of land in the City of Halifax owned by the Nova Scotia government is 458.94 hectares contained in 57 parcels. Of this, the largest amount of land is located in Mainland South (367.11 ha). Mainland North has 48.80 ha, and the remaining 43.03 ha is on the Peninsula. Due to the differences in the distribution and characteristics of the land parcels in the three planning areas, they shall be reviewed individually (see Exhibit V(11)).

Peninsula

While there are forty-five parcels of provincial land on the Peninsula, the vast majority of them are quite small. As a result, the total provincially-owned land area on the Peninsula is 43.03 hectares and accounts for only 9% of the provincially-owned land in the City. On the Peninsula, the largest properties are those which are institutional uses - The Victoria General Hospital, the Rehabilitation Centre, the Halifax Infirmary, the Camp Hill area, Nova Scotia Institute of Technology, the Technical University of Nova Scotia, the new School for the Blind and the Vocational School account for 29.32 hectares of land. This represents 68% of the provincial land on the Peninsula.

In addition to these large institutional uses, the bulk of land parcels is located in the Central Business District. Over two-thirds of the number of properties on the Peninsula are located here, however, they are very small parcels. The C.B.D. total is only 6.84 ha. These properties are nearly all office buildings, with a few parking areas.

While there is potential for redevelopment of some of the C.B.D. sites, one in particular is Block 45 - it is unlikely that they would ever be redeveloped solely for housing.

There is a site on Robie Street (#28) which, although it is not large (.13 ha) has potential for housing.

Another possibility may be the Halifax Infirmary site, depending on future plans for a new medical centre for the City. Possibly the Infirmary building will no longer be needed and may be available for redevelopment. If the Technical University of Nova Scotia inherits the Infirmary property, student residence capacity may be increased.

Exhibit V (11)

Provincial Properties in the City of Halifax, 1979



Source: Public Works Canada, Area Screening: Canada, Halifax, 1979
and Assessment Division, Department of Municipal Affairs

PROPERTY	LOCATION	SITE AREA (ha).	(Acres)	GFLUM	ZONING
<u>PENINSULA</u>					
1. Johnston Building	Corner Barrington & Prince	.32	.79	COMM	C-2, SCH'F'
2. Office Building	1724 Granville Street	.03	.06	COMM	C-2, SCH'F'
3. Dennis Building	1740 Granville Street	.05	.13	COMM	C-2, SCH'F'
4. Province House	Hollis Street	.36	.91	COMM	C-2, SCH'F'
5. Block 44:					
N.S.P.C. Warehouse*	5132 Sackville Street	.05	.13	COMM	C-2, SCH'J'
Bryant Building*	1599 Hollis Street	.05	.13	COMM	C-2, SCH'J'
Gov't Bookstore*	1597 Hollis Street	.01	.03	COMM	C-2, SCH'J'
Parking Area	Corner Sackville & Lr. Water	.29	.73	COMM	C-2, SCH'J'
6. Block 45:					
S. Howard Building	1695 Hollis Street	.05	.14	COMM	C-2, SCH'J'
Hefferman Furniture	5144-46 Prince Street	.01	.03	COMM	C-2, SCH'J'
Vacant Building	5136-38-40 Prince Street	.02	.06	COMM	C-2, SCH'J'
Parking Area	Bedford Row	.09	.23	COMM	C-2, SCH'J'
Lenoir Bldg.	1659-63 Hollis Street	.02	.05	COMM	C-2, SCH'J'
Hunter Building	1667-71 Hollis Street	.03	.08	COMM	C-2, SCH'J'
Victoria Range	1673-81 Hollis Street	.09	.23	COMM	C-2, SCH'J'
Vacant Building	1685-87 Hollis Street	.01	.03	COMM	C-2, SCH'J'
Vacant Building	1689 Hollis Street	.01	.02	COMM	C-2, SCH'J'
Steam Press Building	1691-93 Hollis Street	.01	.03	COMM	C-2, SCH'J'
Hollis Bldg.	1649 Hollis St.	.12	.29	COMM	C-2, SCH'J'
7. Block 46:					
Parking Area	Lr. Water S. of Prince St.	.01	.03	COMM	C-2, SCH'J'
Vacant Building*	1657 Bedford Row	.12	.32	COMM	C-2, SCH'J'
Occupied Building*	1679 Bedford Row	.04	.12	COMM	C-2, SCH'J'
W.D.C.*	1549-53 Lr. Water Street	.60	1.5	COMM	C-2, SCH'J'
Maritime Museum	1661 Lr. Water Street	.69	1.72	COMM	C-2, SCH'J'
Maritime Museum	1685 Lr. Water Street	.12	.29	COMM	C-2, SCH'J'
Vacant Lot*	1751 Lr. Water Street	.12	.29	COMM	C-2, SCH'J'
Vacant Lot*	1749 Lr. Water Street	.01	.04	COMM	C-2, SCH'J'
V.G. Hospital	Tower Road	4.25	10.5	INST	P
World Trade Ctr.	Argyle Street	.47	1.17	COMM	C-2, SCH'F'
N.S. Power Corp.	1233 Lr. Water Street	2.33	5.76	RES	C-5, SCH'G'
TUNS/H. Infirmary	Sp. Garden Road	5.85	14.45	INST, UNIV, RC	P, RC-3
17. Camp Hill/A. Lane Hospital	Robie & Jubilee Road	6.28	15.5	INST	U-2, R-3 P

EXHIBIT V(11): PROVINCIAL PROPERTIES IN THE CITY OF HALIFAX, 1979 (continued)

PROPERTY	LOCATION	SITE		(Acres)	GFLUM	ZONING
		AREA (ha).				
18.	N.S. Museum	1.29		3.2	INST	P
19.	N.S. Rehabilitation Ctr.	.83	Summer St.	2.04	INST	P
20.	Hlfx. Reg. Vocational School	3.68	Trollope Street	9.1	INST	P
21.	School for the Blind	3.64	South Street	9.0	INST	P
22.	Inst. of Technology	4.79	5685 Leeds Street	11.84	INST	R-2
23.	Provincial Building	.13	1723 Hollis Street	.34	COMM	C-2, SCH 'J'
24.		.03	5228-30 South Street	.09	RES	R-2A
25.	N.S. Public Archives	.22	6016 University Ave.	.56	INST	P
26.	Gov't House	.58	1451 Barrington St.	1.43	INST	P
27.	Parking Area	.43	College Street	1.07	RES	P
28.	Vacant Land (2 lots)	.13	Robie Street	.32	RES	R-1
29.	Vacant Land		Northend Barrington St. (Fairview Cove)			
30.	DFW Warehouse	2.47	3925 Kempt Road	6.1	IND	C-5
		2.3		5.84	IND	C-3
		43.03	Total Peninsula			
MAINLAND SOUTH						
31.	Vacant Land	59.45	Sambro Road	146.8	H, RES	H, R-2, SCH 'D'
32.	Watershed Land	187.31	Long Lake	462.5	OPEN	W
33.	Vacant Land	18.22	68-82 Williams Lake Road	45.0	RES, OPEN	R-2, P, SCH 'D'
34.	Vacant Land	39.52	Flat Lake to City Limits	97.6	HOLDING	H
35.	Vacant Land	.16	44,46 Sambro Road	.41	RES	R-4, SCH 'D'
36.		.08	12 Herring Cove Road	.22	RES	R-2, SCH 'D'
37.	N.S. Deptment of Housing	62.37	Kidston Lake	154.0	H RES	H, R-1, R-2, R-4, SCH 'D'
		367.11	Total Mainland South			
MAINLAND NORTH						
38.	Vacant Land	47.58	Hemlock Ravine	117.5	OPEN	P
39.	Vacant Land	.16	Bedford Highway	.40	COMM	C-1, SCH 'E'
40.	Prince's Lodge	.14	499 Bedford Highway	.35	RES	R-1, SCH 'E'
41.	Vacant Land	.81	503 Bedford Highway	2.0	RES	R-1, SCH 'E'
42.	Vacant Land	.11	Rear 625 Bedford Highway	.27	RES	R-1, SCH 'E'
		48.8	Total Mainland North			
TOTAL PROVINCIAL PROPERTY				458.94		

* Indicates properties owned by the Waterfront Development Corporation

Mainland North

The total of the provincial properties on Mainland North is 48.8 ha. Of this, 97% of it is in the Hemlock Ravine area. This land is designated as Open Space and is therefore undevelopable. Another parcel is Prince's Lodge which will not be redeveloped, but the three remaining vacant properties, though small, may have potential.

Mainland South

Mainland South contains 367.11 ha of the provincial land in the City. Over one-half of this (187.31 ha) is the watershed land along Long Lake.

The Department of Housing land around Kidston Lake accounts for 62 hectares of land. It is the intent of the Department to develop this area for housing, however, a portion of it is within the Holding Zone.

The remaining large parcels of land - 59 hectares off Old Sambro Road, 18 hectares off William Lake Road and 40 hectares near the City Limits are largely undevelopable. The first two parcels are designated Open Space and the third is in the Holding Zone. Therefore, due to the holding designation and zoning, most of this land does not have immediate potential for residential development.

VACANT LAND

An inventory of vacant land in the City of Halifax was carried out in order to approximate the amount of available land for possible housing development. Two types of parcels are apparent: large parcels of land where a number of dwelling units could be constructed, and smaller pieces of land where perhaps only a single unit could be built.

The vacant land inventory utilized the CMHC document Land and Infrastructure Mapping Program, Halifax 1980 as the prime source of information. Unfortunately, this document only lists parcels of land of over one hectare in area. This list is supplemented by a selection of municipally-owned properties chosen by the Real Estate Division of the City of Halifax Development Department. These properties are believed to have some housing potential.

Vacant Land Inventory

Approximately 31 percent of the City of Halifax is composed of vacant parcels of land of over one hectare in area. Most of this lies in the undeveloped portions of Mainland South (62 percent) and Mainland North (37 percent). Less than one percent of vacant land is located on the Peninsula. These figures point to large tracts of available land for housing in the Mainland portions of the City. However, soil and bedrock conditions, serviceability and access limit the cost-effective developability of this land. Over one-half of Mainland South consists of vacant land. However, most of this (89 percent or 1,080 ha) lies in the strictly-controlled Holding Zone. About 35 percent of Mainland North is vacant land. Most of it falls under Schedule K, west of Dunbrack Street and north of Kearney Lake Road. Approximately 85 percent (615 ha) of vacant land in Mainland North falls wholly or partially in Schedule K. Mainland North also has the greatest amount of vacant serviced land in the City of Halifax, albeit only 164 hectares. Exhibit V(12) summarizes vacant land parcels by planning area in the City of Halifax.

Information on vacant land on the Peninsula is unavailable at this time as most parcels consist of single lots of less than one hectare in area scattered throughout the Peninsula.

C.M.H.C. calculated the potential number of housing units that could be constructed on the vacant parcels of land using such criteria as servicing and development control standards and regulations. The potential units were calculated for 970 hectares that could be made available for housing development within one year of the study date (which would be 1981). C.M.H.C. calculated that 2,172 units could be added to Halifax County's housing stock within a year. Of this total, 710 units of various sorts could be added in the City of Halifax (see Exhibit V(13)).

EXHIBIT V(12): VACANT LAND PARCELS, CITY OF HALIFAX, 1980 (PARCELS OF OVER 1 HECTARE IN AREA)

	No. of Parcels	Total Vacant Land Area	% of Total Land Area	Area of Parcels With Sewer and Water On-Site	% of Vacant Land Area	% of Total Land Area
Peninsula	2	8.00	1	8.00	100	1
Mainland North	41	725.31	35	163.92	23	8
Mainland South	51	1,213.58	51	41.14	3	2
TOTAL CITY	94	1,946.89	31	213.06	11	3

SOURCE: CMHC, Land and Infrastructure Mapping Program, Halifax, 1980.
City of Halifax Planning Department, 1983.

One significant vacant parcel of land that has been specifically studied in the context of residential development and municipal servicing in the City of Halifax is the large parcel of predominantly Schedule K lands in Mainland North. The Mainland North Servicing Strategy (1982) predicted that area could feasibly accommodate 9,226 additional dwelling units by the year 2000. These units consisted of:

590 single-family units,
771 rowhouse units,
2,675 semi-detached units,
4,020 low-rise apartment units, and
1,170 high-rise apartment units.

The undeveloped portion of Mainland North, consisting of 527 hectares, could accommodate almost 24,000 people by the year 2000. Only about 360 hectares would be used for residential purposes, while the rest of the area would be used for commercial, recreational and reserve purposes.³

EXHIBIT V(13): POTENTIAL HOUSING UNITS ON PARCELS OF VACANT LAND
OF OVER ONE HECTARE IN AREA, CITY OF HALIFAX AND
ADJACENT AREAS, 1980

LOCATION	HOUSING UNIT TYPE				
	Single- Detached	Semi- Detached	Row	Apartment	Total
HALIFAX	168	36	216	290	710
DARTMOUTH	342	-	58	72	472
BEDFORD	130	-	-	-	130
COUNTY OF HALIFAX	350	125	190	195	860
TOTAL COUNTY	990	161	464	557	2,172

SOURCE: C.M.H.C. Land and Infrastructure Mapping Program,
Halifax, 1980.

³ D.P.A. Consulting Limited, et al, Mainland North Servicing Strategy: Appendices, Exhibit I-2.

It appears the Mainland North Servicing Strategy envisions much faster housing development for its study area than C.M.H.C. predicted for the entire City of Halifax. However, the C.M.H.C. projection is based more on actual conditions, while the Mainland North Servicing Strategy projection is based on a hypothetical strategy assuming a program of municipal servicing investment.

Selected Municipally-Owned Vacant Land Parcels

The Real Estate Division of the City of Halifax Development Department selected certain City-owned vacant land parcels in early 1983 as areas with housing potential. Criteria for selection included location, size, zoning, topography and adjacent land uses. Thirty-four parcels were selected in total, ranging from 0.02 ha to 5.85 ha.

Approximately 4.80 ha contained in 18 parcels are available on the Peninsula for infill housing. The largest parcel is the vacant land remaining from the Convoy Place development in the Novalea Drive-Northridge Road area. It is presently zoned R-2 and R-3.

Following is a breakdown of the zoning of the vacant lots on the Peninsula:

R-1	0.16 ha
R-2	1.33 ha
R-2 & R-3	2.83 ha
R-4	0.14 ha
C-2	0.11 ha
C-5	0.10 ha
C-2 & R-3	0.13 ha
P	N/A
TOTAL	4.80 ha

Mainland South contains approximately 12.66 ha of City-owned vacant land with some infill housing potential in 10 different parcels. The largest parcels are the Hilden Heights lands (5.85 ha) zoned R-4, and Carson Street lands (5.36 ha), zoned R-2. Following is a breakdown of the zoning of the vacant lots in Mainland South:

R-1	0.34 ha (approx.)
R-2	6.35 ha
R-4	5.92 ha
C-1	0.05 ha
TOTAL	12.66 ha

Mainland North contains only 1.45 ha of vacant land with development potential for infill housing. One hectare of this is land adjacent to Duc D'Anville School zoned P. Following is a breakdown of the zoning of the vacant lands in Mainland North:

V-27

R-1	0.45 ha
P	1.00 ha
I-1	N/A
R-2 and R-4	N/A
Total	1.45 ha

In order to estimate the approximate number of housing units that could be developed in each area, the square footage of each parcel of land was divided by the minimum square footage per unit allowed in each zone. The results were as follows:

Peninsula	75 units
Mainland South	250 units
Mainland North	10 units
Total	335 units

This figure represents the number of units that could be developed as-of-right. Contract development and rezonings may possibly allow more units on some parcels of land. Following is a breakdown of the number of units allowed as-of-right by the number of vacant parcels:

1 unit	11 parcels
2 units	7 parcels
3 units	1 parcel
4 units	2 parcels
5-14 units	3 parcels
over 14 units	3 parcels

A number of parcels (7 in number) were not included in the unit calculation because of prohibitive zoning or the lack of a square footage figure.

Appendix 3 shows the selected municipally-owned vacant land parcels while Appendix 4 shows the unit calculation.

APPENDICES

APPENDIX I

HOUSING STRATEGY STATEMENT

PART III, SECTION I, SUBSECTION 2.6,
CITY OF HALIFAX MUNICIPAL PLANNING STRATEGY

APPENDIX ONE

HOUSING STRATEGY STATEMENTPart III, Section I, Subsection 2.6,
City of Halifax Municipal Planning StrategyMandate

Several of the policies in Part II of this document point to the need for a strategy statement which would provide a policy context from which detailed housing or housing-related decisions can be made. There are, for instance, policies relating to the location and distribution of residential development and to distribution of residential development and to the mix of residential housing types desired in any given neighbourhood. In addition, there are ongoing discussions and considerations initiated through the work of the Housing Task Force which revolve around matters related to such things as a municipal housing corporation, encouraging senior citizen housing, and so on. It is suggested that a housing strategy should be consistent with, and reflect the general policy directions of, the Municipal Planning Strategy. For this reason, this section recommends that such a strategy be developed. Also included in this section are a list of considerations which should be addressed in the preparation of such a strategy statement.

Housing Study

Prior to the discussion of those elements which a housing strategy is recommended to contain, some discussion is warranted on the matter of a housing study. The policies of the plan, supplemented by the report Land Development Distribution Strategy, set out a general strategy for this distribution of residential development to be pursued by the City. To some extent the success of any strategy is dependent upon the housing market of the City and the region. Any strategy prepared by the City must be cognizant of the regional market. This entails a great deal of study which must, of necessity, be carried out for the region and not for Halifax alone. It is not therefore felt that such a study should be carried out by the City of Halifax. It is suggested that the required strategy statement called for include alternatives for encouraging the other municipalities in the region and the Province to cooperate in seeing that such a study is completed. The Metropolitan Area Planning Commission would appear to be the most appropriate agency to undertake such a study.

Detailed Policy Directions to be Addressed

There are many policy directions relating to housing established by the Plan. The list below, while by no means comprehensive, is recommended as providing the general structure for a housing strategy statement from the viewpoint of the City of Halifax.

1. The strategy will be required to provide guidance on ways to achieve an adequate selection of housing types with associated costs compatible with the needs of the population and consistent with the policy directions in terms of distribution of population of the Municipal Planning Strategy.
- 1a. More specifically, it should develop ways to evaluate housing needs in terms of the adequacy of housing for existing residents, the needs of persons who are currently unable to participate in the housing market, and the needs of new households which are forming in the City of Halifax and in the surrounding region, and on these bases, to develop appropriate detailed housing strategies.
2. Provided Council has not already reached a decision, the strategy should investigate the concept of a municipal non-profit housing corporation with a view to identifying clear policy direction and operating objectives, consistent with the policy directions established by the Municipal Planning Strategy.
3. The strategy should require the investigation of servicing and site planning standards of the City with a view to determining and maintaining these standards at a level which ensures proper service levels but is also consistent with the need to ensure housing availability.
4. The strategy should provide for the investigation of appropriate planning and administrative procedures, if necessary, to ensure that the policy directions of the City with respect to housing are furthered and, more specifically to ensure that the housing objectives of the non-profit housing corporation, should it be established by the City, would be met.
5. It should also investigate alternative means to encourage regional cooperation and participation by the Province in developing a regional housing study and coordinating various housing policies of the three municipalities and provincial agencies.

Recommendation

It is recommended that the City approve the general contents outlined above for inclusion in the housing strategy statement.

APPENDIX II

SELECTED MUNICIPALLY-OWNED VACANT LAND PARCELS
WITH HOUSING POTENTIAL, CITY OF HALIFAX, 1983

APPENDIX 2: SELECTED MUNICIPALLY-OWNED VACANT LAND PARCELS
WITH HOUSING POTENTIAL, CITY OF HALIFAX, 1983

Location	SIZE (ha)	Zoning	Comments
PENINSULA			
1. Acadia St.	0.34	R-2	Landlocked. Could be accessed with a cul-de-sac off Acadia Street.
2. Bayers Road	0.03	R-2	Corner of Micmac St. Requires minor variance. Some land required for Bayers Road widening.
3. Novalea Drive	2.83	R-2, R-3	Northridge Road area. Raw land with services nearby.
4. McLean Street	0.06	R-2	Acquired for cul-de-sac. Abuts railway tracks and Lot 'A', Young Avenue.
5. 1440-1458 Queen Street	0.12	C-2	Vacant lots near Clyde Street on west side of Queen Street.
6. Young Ave. Lot 'A'	0.08	R-1	Next to CNR property. Abuts McLean Street lot above. Beautiful lot with mature hardwood trees.
7. Lynch Street-Vestry Street	0.70	R-2	Steep slope from Lynch Street but easily subdivided. Fully serviced land in North End. Potential for 15 lots.
8. Acadia St. - Albert Street	0.03	R-2	Triangular corner lot at intersection. Landscaped, slightly undersized, would require minor variance.
9. Dartmouth Ave. - Novalea Drive	0.05	R-2	Triangular section on north corner of Dartmouth Avenue at Novalea Drive.

APPENDIX 2: SELECTED MUNICIPALLY-OWNED VACANT LAND PARCELS
WITH HOUSING POTENTIAL, CITY OF HALIFAX, 1983
 (continued)

Location	SIZE (ha)	Zoning	Comments
10. Dutch Village Road	0.14	R-4	Residual from Fairview Overpass construction.
11. Creighton St. lo's	0.13	C-2, R-3	Basketball court and parking lot.
12. Glebe Street - Barrington St.	0.10	C-5	Industrial lot, now landscaped.
13. Dartmouth Ave. - Rector St.	0.04	R-2	Small triangular lot. Severe slope from street
14. Aikens Ave.	0.08	R-1	Main public right-of-way used as access to houses at rear of Mumford Road.
15. Bright Street	0.05	C-2	Off Lady Hammond Road.
16. Maynard St. near Cogswell Street	0.02	R-2	Lot consolidation and minor variance required or possibly contract development. Small lot but larger than most in area.
17. Merson Avenue	N/A	P	St. Stephen's School Yard
18. Windsor Street	0.06	R-2	Near Hood St. Former horse trough location.
29. Maynard St. - West Street	0.06	C-2	Flat lot. Presently used by Halifax British Motors
Approximate Total PENINSULA HALIFAX	4.80 ha.		

APPENDIX 2: SELECTED MUNICIPALLY-OWNED VACANT LAND PARCELS
WITH HOUSING POTENTIAL, CITY OF HALIFAX, 1983
 (continued)

Location	SIZE (ha)	Zoning	Comments
MAINLAND SOUTH			
1. Carson St. lands (Greystone Drive)	5.36	R-2	Former Park Projects land. All services to site. Schools and recreation nearby. Raw land.
2. 341 Herring Cove Road	0.05	C-1	Vacant building lot next to El Campo Restaurant.
3. Hilden Dr.	5.85	R-4	Hilden Heights proposed development land.
4. 26 Lyons St.	0.69	R-2	Former Ida Mae Marriott School site. Available June 30, 1983. Unserviced land on dead-end street.
5. Mansion Avenue	0.07	R-2	Vacant lot acquired in tax sale.
6. Sunset Ave.	0.13	R-2	Acquired at tax sale.
7. Williams Lake Rd.- Forward Avenue	0.10	R-2	Two lots encumbered to rear and side with sewer easements but very buildable.
8. Albion Road	0.34	R-1	Part of playground.
9. Milton Dr.	N/A	R-1	Part of Flemming Park.
10. Spencer Avenue	0.07	R-4	Irregular lot. Residue from cul-de-sac. Lake frontage. Lot area large enough to support two units or more.
Approximate total	12.66 ha		
MAINLAND SOUTH			

APPENDIX 2: SELECTED MUNICIPALLY-OWNED VACANT LAND PARCELS
WITH HOUSING POTENTIAL, CITY OF HALIFAX, 1983
 (continued)

Location	SIZE (ha)	Zoning	Comments
MAINLAND NORTH			
1. Winona Cr.	0.07	R-1	Steep, rocky vacant lot in good subdivision. Acquired in tax sale.
2. Pinewood Terr.	0.20	R-1	Residual land off Dunbrack Street. Steep slope, at end of cul-de-sac.
3. Lacewood Drive	1.00	P	Abutting Duc D'Anville School yard.
4. Hogan's Point	-	I-1	Also known as Sherwood Point. On Bedford Basin side of C.N.R. tracks. Former playground. Beautiful water-front property but unserviced at present.
5. Pioneer Avenue	-	R-2, R-4	
6. Springvale Ave.	0.18	R-1	Swampy land. No street frontage.
Approximate total	1.45 ha		
MAINLAND NORTH			
TOTAL CITY OF HALIFAX	19.03 ha		

SOURCE: City of Halifax Development Department, 1983.

APPENDIX III

UNIT CALCULATION OF MUNICIPALLY-OWNED VACANT
LAND PARCELS, CITY OF HALIFAX, 1983

APPENDIX 3: UNIT CALCULATION OF MUNICIPALLY-OWNED VACANT
LAND PARCELS, CITY OF HALIFAX, 1983

		SQUARE FOOTAGE OF LOT	MINIMUM SQUARE FOOTAGE ALLOWED IN ZONE	NUMBER OF UNITS ACTUAL ROUNDED	
PENINSULA					
1.	Acadia	37,000	6,000	6.17	6
2.	Bayers	3,600	6,000	0.60	1
3.	Novalea	304,920	8,100	37.64	38
4.	McLean	6,300	6,000	1.05	1
5.	Queen	12,400	8,100	1.53	2
6.	Young Ave.	9,000	4,000	2.25	2
7.	Lynch	75,000	6,000	12.50	13
8.	Albert	3,750	6,000	0.63	1
9.	Dartmouth/ Novalea	5,380	6,000	0.90	1
10.	Dutch Village	14,642	6,000	2.44	2
11.	Creighton	13,575	8,100	1.68	2
12.	Glebe	-	-	-	-
13.	Dartmouth/ Rector	4,300	6,000	0.72	1
14.	Aikens	8,640	4,000	2.16	2
15.	Bright	5,521	8,100	0.68	1
16.	Maynard	2,600	6,000	0.43	0
17.	Kempt	-	8,100	-	-
18.	Merson	-	-	-	-
19.	Windsor	6,080	6,000	1.01	1
20.	West	6,500	8,100	0.80	1
TOTAL PENINSULA		519,208			75

APPENDIX 3: UNIT CALCULATION OF MUNICIPALLY-OWNED VACANT
LAND PARCELS, CITY OF HALIFAX, 1983
 (continued)

	SQUARE FOOTAGE OF LOT	MINIMUM SQUARE FOOTAGE ALLOWED IN ZONE	NUMBER OF UNITS ACTUAL	ROUNDED
MAINLAND SOUTH				
1. Carson	576,647	5,000	115.33	115
2. Herring Cove	5,800	6,000	0.97	1
3. Hilden	629,224	6,000	104.87	105
4. Lyons	74,052	5,000	14.81	15
5. Mansion	7,000	5,000	1.40	1
6. Sunset	13,855	5,000	2.77	3
7. Williams Lake	10,266	5,000	2.05	2
8. Albion	36,600	5,000	7.32	7
9. Milton	-	-	-	-
10. Spencer	7,250	6,000	1.21	1
TOTAL MAINLAND SOUTH	1,360,694			250

APPENDIX 3: UNIT CALCULATION OF MUNICIPALLY-OWNED VACANT
LAND PARCELS, CITY OF HALIFAX, 1983
 (continued)

	SQUARE FOOTAGE OF LOT	MINIMUM SQUARE FOOTAGE ALLOWED IN ZONE	NUMBER OF UNITS ACTUAL	UNITS ROUNDED
MAINLAND NORTH				
1. Winona	7,575	5,000	1.52	2
2. Pinewood	21,583	5,000	4.32	4
3. Lacewood	107,593	-	-	-
4. Hogans	-	-	-	-
5. Pioneer	-	-	-	-
6. Springvale	19,750	5,000	3.95	4
TOTAL MAINLAND NORTH	156,501			10
TOTAL CITY OF HALIFAX	2,036,403			335

SOURCE: City of Halifax Development Department, 1983.
 Calculations by City of Halifax Planning Department.